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ABSTRACT

This report is the result of a 2-year study of Wisconsin's educational system in which over 600 men and women and some 3000 students participated. Volunteer citizen task forces, which provided data and recommendations for the Commission's consideration, addressed themselves to 4 major issues: organization of the educational system for effective statewide planning; development of a financial policy that would provide equality of opportunity and equity in cost sharing; formulation of procedures to increase resources allocated to education; identification of desirable relationships between state government and educational institutions. The key recommendation is the creation of a state education board to encompass a board of elementary and secondary education, 8 regional boards, a board of regents of technical colleges, an open education board responsible for integrating educational and communication resources and developing a cooperative learning resources center and an open school. Changes are recommended for financing all levels and types of education. In the area of improving practice, management and results, special attention is given to teacher education, counseling, program accountability, evaluation, student, faculty and citizen participation, and special education. (JS)

A FORWARD LOOK

final report of the Governor's Commission on Education

November 1970

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State of Wisconsin \ GOVERNOR'S COMMISSION ON EDUCATION

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November 20, 1970

The Honorable Warren P. Knowles
Governor, State of Wisconsin
State Capitol
Madison, Wisconsin 53702

Dear Governor Knowles:

Almost two years ago I accepted your invitation to organize a citizen Task Force to study the education systems of the State of Wisconsin. In your State of the State Message to the Wisconsin Legislature on January 23, 1969, you expressed this charge:

> I propose to create a Special Committee on Education to study in depth the State's financial and administrative relationships with education at all levels, including the mutual needs of the State and non-public schools. The Committee will undertake a comprehensive evaluation of Wisconsin educational systems and recommend appropriate actions to insure that the tremendous investment of tax dollars produces the maximum educational result. At the present time, 65 CENTS OUT OF EVERY WISCONSIN TAX DOLLAR (exclusive of capital investments) GOES TO EDUCATION. Furthermore, education costs are soaring higher and higher each year. As a result of the fiscal demand of education, the State's resources are virtually exhausted before other high priority public needs can be fulfilled. It is absolutely essential, therefore, that the full gamut of educational programs be objectively examined and that, based upon the Committee's findings, the necessary actions be taken to promote utilization of modern technology, improve educational results and increase efficiency wherever possible--

In March, 1970, the work of this Commission was sufficiently completed to issue a report of preliminary recommendations. Immediately following, the Joint Committee on Education in Wisconsin, representing many state organizations, volunteered to arrange regional meetings with citizens in various areas of the state. These meetings, plus others, in which the Commission members and staff participated, enabled thousands of additional people to become involved in evaluating the preliminary proposals.

At each of the regional meetings an "opinionnaire" - devised in the University of Wisconsin Survey Research Laboratory - and referred to in our final report - was distributed and later returned and analyzed to understand the public's reaction to the recommendations offered. I am happy to report that every proposal was endorsed in varying degree by those responding.

These public meetings gave the Commission the opportunity to explain, but more importantly, gave the Commission members the chance to listen to new suggestions and make clarifications or modifications. It became necessary to reorganize task forces and to further study certain areas. The Commission's Policy Group then undertook to shape this final report.

A task of this complexity has been difficult for all concerned. Not everyone who has contributed to the work of the Commission completely agrees in principle or in detail with all of the recommendations of this report. Hard decisions have been made, and the recommendations have a pattern which stresses equality of opportunity, quality of education, effectiveness of results, and economy of operation.

I am particularly pleased that more than 600 men and women and some 3,000 students saw fit to volunteer their services in this effort. Educational institutions, firms, departments of state government, and many agencies are due thanks for releasing persons from their regular duties to take part in the intensive studies.

The work of the Commission could continue indefinitely. Each day brings new and exciting thoughts. The concerns about, and needs of, Wisconsin's educational systems never stop. Perhaps that is why the key recommendation proposed is one which calls for a continuing agency, a permanent authority over all Wisconsin education - the State Education Board. This most important recommendation was thoroughly tested. It will assure the Governor, the Legislature, taxpayers, and students of the best education for our investment.

I wish the completion of this final report would fully satisfy your charge, but I believe this is only the beginning! The words contained in this report must be implemented into action. The most difficult task lies ahead.

We plead for support.

Sincerely,

W. R. Kellett

W. R. KELLETT

WRK:pkt

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SUMMARY OF RECOMMENDATIONS

During the past two years, the Governor's Commission on Education has studied Wisconsin's educational system in depth. The results of tens of thousands of man hours and reams of task force working papers have been distilled into the recommendations contained in this report. Some of these recommendations will be more popular than others; some will be more easily attainable than others; all, in the judgment of the Commission, are desirable.

A primary concern of the Commission has been that the state have the purpose, plan and power to shape the future development of its educational system to provide wise use of its financial resources. The proposals build upon gains already made and point to ways of preserving those gains and improving returns on the state's educational investment in the decades ahead.

Recommendations noted here are highlights of the report. In order to understand the report thoroughly, however, the Commission urges the reader to examine it in its entirety. These recommendations include those for: 1) reorganizing the state's educational system; 2) effecting broad changes in financing education at every level; and 3) improving educational practice, management and results. Two areas - special education and Open Education - are related to all three categories, though not specifically in any one of them.

ORGANIZATION

The key recommendation in the report is the creation of a State Education Board. It was prompted by the disquieting admission that there is no single body that gives its full attention to all phases of education in the state - even though education, in terms of budget, is the biggest business the state has. The situation we face, where the needs are great and our resources limited, demands some single authority to set priorities, establish long range plans, and, as the report says, chart the road we should take to reach tomorrow. This authority will be the State Education Board. It will have the overall responsibility for attaining the goals of economic efficiency and educational effectiveness in our educational system. The Board would be a mechanism for unifying and strengthening educational efforts from pre-school through adult education so that Wisconsin citizens can be assured that results are attained in relation to their heavy financial investment in education. The Board will, in addition to its responsibilities at all other levels of education, assume the authority previously vested in the Coordinating Council for Higher Education.

Three new boards would be created and three others retained to manage the various segments of the educational system. A set of regional coordinating boards is also recommended. The Commission proposes:

1. Creation of an elected Board for Elementary and Secondary Education;

2. Development of a Board of Regents for Technical Colleges;

3. Creation of an Open Education Board;

4. Formation of Regional Boards to serve a coordinating function;

5. Retention of the Board of Regents of the University of Wisconsin;

6. Retention of the Board of Regents of State Universities;

7. Retention of the Higher Educational Aids Board.

In the tradition of education boards, the State Education Board and most of the other boards created or continued would be all-citizen bodies. Members of two of them - the Board for Elementary and Secondary Education and the Regional Boards - would be elected. A majority of the others would be appointed by the Governor and confirmed by the Senate.

Highlights of this new organizational structure would be:

The Board of Elementary and Secondary Education would have as its staff the present Department of Public Instruction. The office of State Superintendent of Public Instruction would be removed from the ballot by Constitutional amendment, and the present State Superintendent would become executive director for the Board.

Eight Regional Boards, their boundaries approximately the same as those of the new Administrative Regions, would replace the present nineteen Cooperative Educational Service Agencies (CESA). Most of the members of the Regional Boards would be elected by the school boards within the region. The function of these boards would be to stimulate cooperation among the school districts so that, by pooling their resources, they could accomplish more than can be done alone, and could do it more economically. The Regional Boards would provide certain specialists, funded by the state, in areas of education and business management to assist the school districts. They would also perform certain delegated functions of the Board of Elementary and Secondary Education, but would also work with all educational institutions in the region: public and private; elementary, secondary and higher education.

The Board of Regents of Technical Colleges would parallel boards governing the University of Wisconsin and the State Universities. It would be the state board responsible for general policy development and government of a state-financed system of 10 to 12 technical colleges and their satellites. The Board would be authorized to phase into the Technical College system two-year university branch campuses and two-year centers where appropriate. It would act on recommendations from local boards regarding program offerings to meet local needs.

The Open Education Board would provide a method of integrating those educational and communications resources whose mutual development among

all institutions would be of greatest benefit to the state. The Board would oversee the communications presently regulated by the Educational Communications Board. It would also be responsible for developing a cooperative Learning Resources Center and an Open School. The Open School would be the actual program unit of the system, designed to create new educational opportunities through modern media technology and make them accessible to people of all ages in all parts of the state.

Terms of office of the members of these boards, the method of their selection, and their powers and duties are more fully described in Appendix A. An organizational chart appears on page 4.

FINANCING EDUCATION

The Commission has suggested significant changes in the financing of education at almost every level. The goal has been to stretch the educational dollar farther, with better results, and with fairness to all.

Financing Public Elementary and Secondary Schools

The great burden of financing at this level has fallen upon the local property tax. The Commission's recommendations are intended to relieve this burden and to eventually design a financing system based more on the ability to pay.

The Commission proposes:

1. The state share of net operating costs for K-12 districts should be increased from the present statewide average of about 30% to 40% (this recommendation would lower property taxes by some $114 million in the first year alone);

2. The school aid formula should be based upon income within a school district as well as property values;

3. Until income data by school district is available, flat aids to school districts should be frozen at present levels;

4. The state should participate in school district operating expenditures up to 115% of the statewide average operating expenditure (current limit is 110%);

5. A full-time equivalent count of "shared-time" students should be included in computation of state aids to school districts;

6. Special funding should be provided for low or high population density districts where the school aid formula is not adequate;

7. The property tax should be administered and property assessed on a uniform basis throughout the state;

8. The distribution of shared taxes for support of general local government should take into account need and local effort;

9. The distribution of shared taxes should be spelled out clearly for the taxpayer on his tax bill, so that state support for the various governmental functions can be recognized easily.

Financing Undergraduate Higher Education

The Commission learned that currently, measured intelligence is not the most important factor in determining college attendance, but rather, the socio-economic status of the student's family. A study of male Wisconsin high school seniors showed that 90% of highly intelligent boys from more affluent families went to college compared with only 52% of similarly intelligent youths from families of low socio-economic status.

To enable all Wisconsin students who qualify to attend the Wisconsin college or university of their choice, regardless of financial ability, but to require them to contribute to the cost according to their ability to pay, the Commission has designed the Higher Education Opportunity Program (HEOP). This program proposes that the state:

1. Adopt a voucher system for higher education whereby any qualified Wisconsin high school graduate may attend any non-profit, accredited school, college, or university - public or private - subject to the enrollment limits and other requirements of the school, on the basis of the student's ability to pay. All students will receive a $500 basic grant and a supplementary grant based on determination of financial need and ability to pay. Institutions will collect full tuition from the students rather than receive appropriations from the legislature for instructional purposes. Students will be required to furnish at least $400 from summer earnings toward the cost of their education;

2. Phase in HEOP over a four-year period, beginning with the 1972-73 freshman class;

3. Include students attending technical colleges in HEOP, but authorize them to pay at the present level of tuition initially. Tuition payments by all students should be increased on a phased basis until by 1980 the payment will be relatively equal to that at other institutions of higher learning.

Financing Vocational-Technical Education

Vocational education in Wisconsin has traditionally been supported by property taxes in the community where the school is located. The Commission proposes that these schools should be financed by the state, as are other forms of public higher education. This would mean transferring annually about $30 million in operating costs and $2 million in debt service costs from the local property tax to the state general fund.

It would also mean that the newly created Board of Regents of Technical Colleges would have full flexibility in locating these colleges where they are most needed, and giving fuller opportunities for a technical education.

The state should pay the operational costs of all Career Preparation programs, in excess of federal subsidies. Costs of some part-time retraining programs that benefit only one district or perhaps one industry, however, should be borne by that district or industry.

Financing Graduate and Professional Education

Eligible graduate and professional students from Wisconsin should be awarded grants (modeled after national training grants) covering the full cost of education during their second and third years of post-baccalaureate study. State-guaranteed loans should be provided for the first and fourth years. Students may use their loans or grants at any approved, accredited public or private college or university in Wisconsin.

Financing Private Elementary and Secondary Education

The Commission believes that it would not be sound public policy to give direct aid to private schools, since most of these schools have as their unique purpose the teaching of a particular religious creed. Recommendations are made, however, which would enable students attending private grade and high schools to receive certain state-funded ancillary services which, in the judgment of the Commission, should be made available to all Wisconsin boys and girls. Shared and released time programs are also recommended, at the option of the local school districts and the private schools.

IMPROVING EDUCATIONAL PRACTICE, MANAGEMENT AND RESULTS

Teacher Education

Major attention to teacher education is urged by the Commission, including formal programs of preparation for teacher candidates and in-service education programs for teachers in the school systems of the state. Teacher education as a field of study is due more emphasis by institutions of higher learning. Appropriate learning experiences must be developed and refined if the schools of tomorrow are to be staffed by teachers proficient in their fields and sensitive to the individual learning needs of their students. More field experience in the form of pre-service internships and extended student teaching assignments is required, as are

better screening procedures for prospective teachers, more relevant courses of study, and more meaningful certification requirements.

Counseling and Guidance

Throughout its activities the Commission received reports calling attention to the vital necessity for better counseling and guidance programs and procedures. Students at all levels of education need the benefit of information and assistance provided by concerned, well-educated counseling and guidance personnel. Colleges and universities and certificating authorities must work together to assure that such personnel are made available to the many school districts which need them. There is a further need for better orientation toward vocational guidance in all school systems.

The State Education Board should institute a statewide information and counseling program which will give early guidance to students in taking the courses they need to fulfill their plans and potential, inform them of higher education opportunities, guide students who plan to leave school toward courses which will give them the skills they need to obtain jobs, and monitor the employment market to inform the counselors of the skills that are needed.

The Board of Elementary and Secondary Education should encourage elementary and secondary schools to make changes in curriculum which will educate students for employment.

Program Accountability

Each educational system should develop and adopt an information system utilizing PPBS (program-planning-budgeting system) methods to foster fiscal accountability of a higher order, as well as to provide data for management planning and to promote better understanding of the missions and performance of their institutions.

Evaluation and Assessment of Education

The Commission recommends systematic assessment of the outcomes and effects of investment in education. This kind of accountability is needed to provide information and data for decision-making by the Governor, Legislature, and all Wisconsin citizens. A regular audit of the procedures, practices, and accomplishments of Wisconsin's education agencies is recommended. Over a period of years such monitoring of the educational programs in Wisconsin can result in the prudent use of financial resources and in improved educational results.

The Commission believes that the State Education Board is the appropriate agency to develop methods of appraisal and evaluation and to establish performance indices for the guidance of state leadership and the citizenry at large.

Student, Faculty, and Citizen Participation

To enhance the participation of faculty, students, and citizens in the affairs of their institutions the Commission recommends that a Campus

Council be established at each public university to advise the president of the institution on matters concerning its development and operation in relation to its internal and external constituents.

The Commission further recommends abandonment of the doctrine in loco parentis at the college and university level.

SPECIAL EDUCATION

In the past, emphasis has been on special classes and residential institutions for school-age children with learning problems. The Commission believes the most effective way to meet these problems in the future is by prevention of learning handicaps through early childhood education for "high-risk" children, and by integration of the children with special needs into the regular school programs through an individualized learning system for all children.

The Governor, on the Commission's recommendation, has already appointed a citizens' committee to plan and carry out a pilot project to test these concepts for possible statewide use. In addition, the Commission recommends:

1. Continuation of present special educational services;

2. Revising state policies to emphasize the new concepts;

3. Recruitment and training of manpower for certain special learning needs now largely unserved;

4. Re-examination of all special education manpower training programs with respect to the new state policy;

5. Educating the public to the need for a more flexible system of teaching to meet the diverse learning needs of our children;

6. Increasing the availability of counseling to families on a variety of problems.

A FORWARD LOOK

This report and its recommendations place before the citizens of Wisconsin specific proposals about the planning and managemement of education in the state. The proposals require early action if we are to be assured the highest possible value from our investment in education. The Commission has built upon Wisconsin's pioneering role and outstanding strengths in education, and attempted to anticipate changing conditions of human need and economic circumstance which lie ahead. While the report ranges over Wisconsin's educational needs from preschool programs to adult education, its recommendations focus upon the role and responsibilities of state government. The proposals pertain primarily to questions of public policy in education.

The Commission has been conscious of the importance of living within our resources. The controlling purpose of the report has been to design a system of education which, in the opinion of the Commission, Wisconsin's citizens would like to have in the last third of this century, yet a system which we can afford. The Commission's recommendations turn frequently to such basic themes as lifelong availability of education, wise use of financial resources, modern management and coordination, citizen participation, and tangible measurement of educational results.

A number of proposals identify specific situations that have already become so crucial as to require immediate action. Other proposals suggest general courses of action, which if undertaken now, will permit an orderly approach to new questions of public policy in education as they arise.

The volunteer citizen task forces which provided the study and background for the Commission's recommendations addressed themselves to four large questions:

> How should the state organize its total educational system to effect desirable statewide planning, policy formulation and evaluation?
>
> What state plans for financing the educational system will move the state closer to providing equality of opportunity and equity in sharing the costs?
>
> What state policies and procedures will increase the productive use of resources allocated to the educational system?
>
> What relationships between state government and educational institutions are essential to the quality of a state educational system?

The Task Forces also evolved certain basic convictions which underlie the Commission's recommendations:

The educational system must change. Educational institutions are as subject as others to obsolescence. Better investment of the educational dollar will not result from patchwork measures applied to the system as it is. Additional dollars in the budgets of each unit will not necessarily increase overall effectiveness. Fundamental alterations in organization and finance, measures that encourage flexibility and variety, are required if the educational system is to serve the

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The organization capable of continuous renewal is interested in what it is going to become and not what it has been. It is interested in the evolving future and not in the glorious past.

John Gardner

---

future as well as it has served the past.

Change is the means, not the objective. Wisconsin's educational system has much that is good. Change is needed to protect, preserve, and promote the good that we have. Many of Wisconsin's elementary and secondary schools are operating excellent educational programs but many others can do better. The need is to find ways to extend the best practices to more pupils and more schools.

Wisconsin has a system of vocational-technical education not paralleled by any other state. The need is to shape and strengthen this program in ways that will meet the needs of a technological society. Technical education must provide satisfying comprehensive educational alternatives to match emerging differences in human aptitude, interest, and aspiration.

Wisconsin has a state university of international stature. This remarkable resource can be retained and refined by policies that define its sphere of responsibility, that concentrate rather than proliferate its resources and that cherish the particular characteristics essential to an eminent university.

Wisconsin's university systems offer the state four-year degree programs geographically accessible to nearly 90% of all Wisconsin youth. The educational programs of these institutions are at a stage of growth where the need is to encourage greater variety in mission, curricula, and style in order to serve differing goals and interests.

Wisconsin's private colleges and universities are a valuable resource of the state, and provide diversity to the higher education patterns. Both the public and private sector would benefit from greater coordination of effort between the systems.

Wisconsin has pioneered in extending its educational resources and programs widely throughout the state. Technological development points to new ways of accomplishing this objective. The need is to integrate new capabilities into the total educational system.

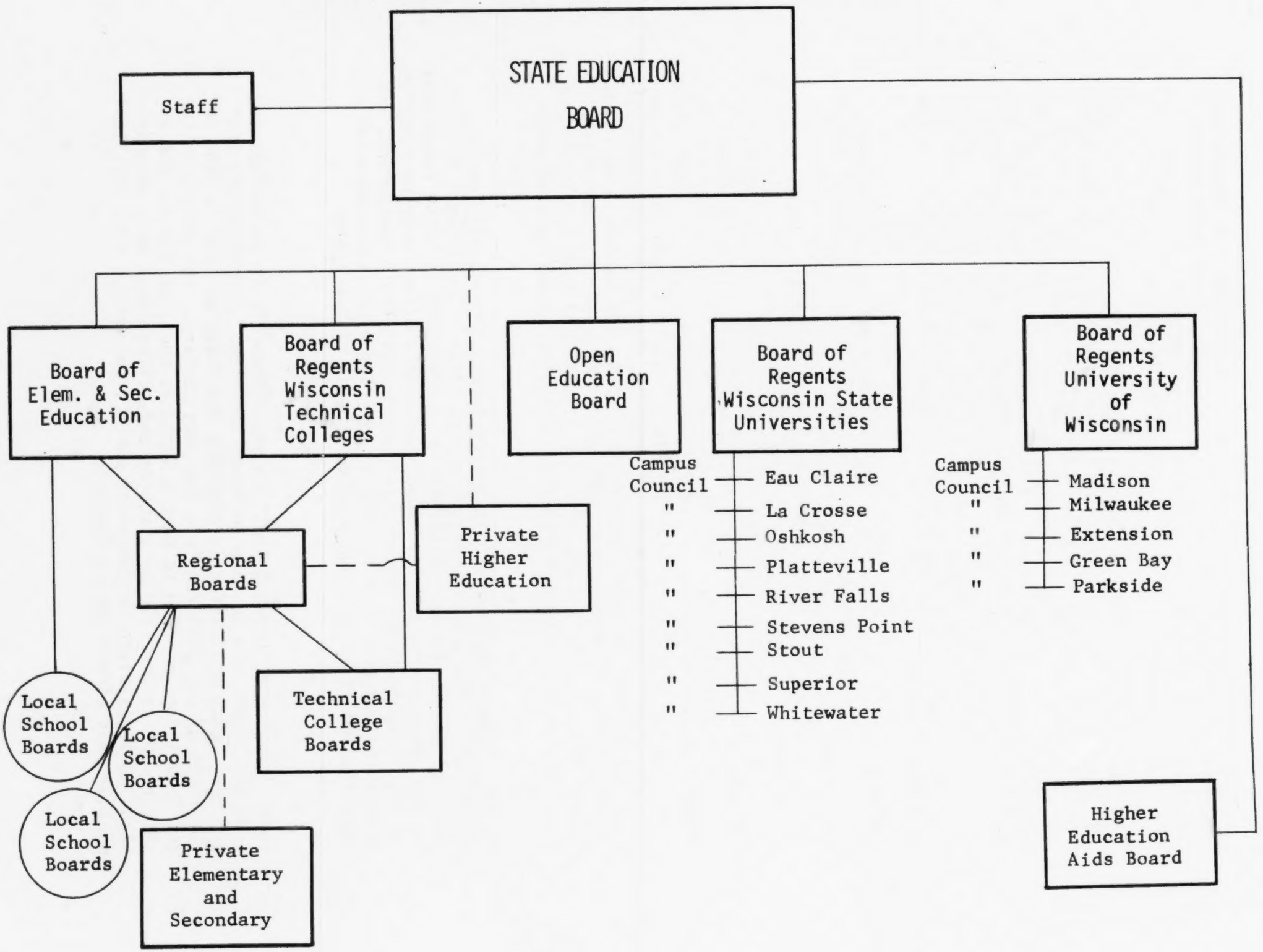
The educational system should have greater flexibility and diversity in operation. The operation of the public school system has traditionally been under the control of local school boards, with the purpose of making schools responsive to the particular needs of the community. In fact, however, schools have become enough alike in program and management that the educational system has been characterized by conformity. There is need to reconsider what flexibility administrators, faculties, and local school boards should have in school management and what accountability they should have for educational results.

The quality of the educational system should be measured by its results. The practice of measuring the quality of a school in terms of dollars spent, teacher-pupil ratios, number of books in the library, special facilities and other such quantitative measures is inadequate. Education is also broader than schooling and cannot be measured by time spent, courses pursued, credits earned, grades received, colleges attended, and degrees attained. The important results of education are deeply human - changes produced in skills, knowledge, appreciations, interests, understandings and perspectives. The proper evaluation of the educational system should focus on what happens to learners in school, of learning that would not occur outside the system, and what results from their educational experience. Attention must be directed to evaluating the results of the educational process. Attention must also be directed toward programs to train administrators, managers, counselors in making such evaluation.

Citizens should participate in policy-formulation at all levels. Education is the property of society at large. Involvement of citizens at all levels is indispensable if education is to be responsive to the needs of the people. Such involvement brings wide perspective to the development of educational programs and their management, and brings the benefits that breadth of experience provides, especially when focused on larger, qualitative aspects of the system.

This, then, is a "Forward Look" in education. It is an attempt to find the right road to take to reach tomorrow. The decisions that are made today will affect profoundly the lives we lead in 1980 and the lives of our children into the next century. The effort of the the Commission has been to seek a world as open, as stable, and as resourceful as possible by planning and acting now. Only an understanding legislature, a concerned public, and enough time will tell whether this effort was successful.

PROPOSED STATE ORGANIZATIONAL STRUCTURE



STATE EDUCATION BOARD

Education is the biggest and most important business in the state, with a total annual budget over one billion dollars and going up. Our system has grown so rapidly that in some ways it is no system at all. It seems incredible that with an enterprise of this magnitude there would be no single authority to devote its exclusive attention to the planning, managing, and evaluating of the total educational system, and yet this is the case. As the public has grown more aware of the need for education, each interest within society has clamored for its share of the pie. All these assaults have converged on state government. Under the circumstances, the surprising thing is that the process has worked as well as it has.

The Governor and the legislature have the ultimate responsibility for the educational system through appointments and budgets, but they also have many other responsibilities. If the management of education is to receive the attention it needs, the Governor and the legislature need and deserve a single objective body which can report facts, establish priorities, and recommend action. The basic reason for proposing the creation of a State Education Board is to bring our educational system under manageable control. The Commission feels this to be its key recommendation in this report.

Recommendation:

Create a State Education Board which would be responsible to the Governor and the legislature. This citizen Board would be the primary instrument for charting the overall course in Wisconsin education; for assessing educational needs and priorities and fixing responsibility for their accomplishment; for initiating improvement in educational practice and management; and for evaluating the overall performance of the state's educational system.

Qualification for membership should be unrestricted except for recognized ability and disposition to give non-partisan consideration to questions of public policy in education and to the quality of educational services rendered to all people in all places in all forms and levels of education. Members would be appointed by the Governor with confirmation by the State Senate.

The State Education Board would employ an executive director who would be the chief educational administrator in the state.

The State Education Board would assume all authority and responsibility previously vested in the Coordinating Council for Higher Education.

The Organization and Function of the State Education Board

The State Education Board would be the top educational organization in the state, with supervisory control over the planning, programming, budgeting, and expenditures of the other boards (See organizational chart). It would be made up of fifteen citizens appointed by the Governor and confirmed by the Senate. It should be adequately staffed, so that the time of the Board can be spent in making judgments on the assigned work the staff has done.

In selecting its executive director, the Board should select one whose administrative and public service background command the respect of the Governor, the legislature, the public, and the educational systems. His compensation should at least equal that of the chief executive of any other part of the educational system.

The Board staff should be sufficiently competent to challenge those of the institutions being supervised. The citizens members of the Board representing the people, and having no conflict of interest, would have the power to draw staff members from the other boards.

Within a management framework, the State Education Board would analyze, prepare, and present a budget to the Governor and the legislature. It would then audit the allocation and expenditure of appropriations to educational institutions and agencies. It would also serve as the agency to coordinate, receive, and supervise the expenditure of federal funds allocated for education and research; and would consider roles, relationships and contributions of the private sector.

The State Education Board would require the development and implementation of a planning, programming, budgeting system for all the educational systems in the state to conduct such operations as cost-benefit analysis, planning and evaluation.

Education is the key to change. It is the only effective way in the long pull to influence values, attitudes, and basic assumptions in a democratic society.

U. S. Senator Gaylord Nelson

The State Education Board, as a planning and policy board, would not, however, be involved in operations. Operations would be the responsibility of the particular board governing the institution or system. (The suggested powers and duties for all boards may be found in the Appendix).

Both the State Education Board and the governing boards of the systems should emphasize the needs of quality as well as quantity. All of the

boards should work toward well-defined missions and objectives, updating of programs of studies, improved teaching practices, improved measurement of educational results, better use of space, time and personnel. The two types of boards, each respecting the responsibility of the other, should strive toward the common goal of improving efficiency and effectiveness of education in Wisconsin.

The State Education Board would have the further advantage of making it unnecessary to create other commissions to study education in the future. It should not only continue the work of this Commission, but should authorize further studies under its direction, as needed. It should be able to use any talent, including advisory committees, which, could be helpful in its studies. The State Education Board could also provide a continuing appraisal through its biennial message on education in Wisconsin involving:

A discussion of the past education program of the state and a critical evaluation of its effectiveness.

The presentation of a new two-year program focusing on increased educational effectiveness, opportunities, and improvements. Needed changes in legislation would be recommended.

Updated presentation of long range plans and trends in education.

GOVERNING BOARDS

The concept of total management, planning and evaluation must be carried through the entire system. The Commission proposes the establishment of three boards: Board of Elementary and Secondary Education, the Board of Regents of the Wisconsin Technical Colleges, the Open Education Board; and the retention of the Board of Regents of the University of Wisconsin, the Board of Regents of the State Universities, and the Higher Educational Aids Board.

The Board of Elementary and Secondary Education

Responsibility and authority for state-level decisions for elementary and secondary education in Wisconsin now reside in the State Superintendent of Public Instruction. He is assisted by a professional staff who, with him, comprise the State Department of Public Instruction. Counsel and recommendations flow directly to the Governor and Legislature from this office.

Recommendation:

Create a citizen Board of Elementary and Secondary Education to provide citizen participation in state policy-formulation and in support of recommendations affecting this basic part of the educational system.

This Board would appoint an executive director, who would serve in the capacity now filled by the State Superintendent of Public Instruction. Pending passage of a Constitutional amendment removing the Superintendency from the ballot, the present elected State Superintendent or his successor would work with the Board as its executive director. After passage of such constitutional amendment, the Board shall appoint as its executive director the State Superintendent of Public Instruction then in office.

The Department of Public Instruction will become staff to the board and its executive director.

The Board would consist of ten members, one elected from each Congressional district. If Wisconsin's Congressional districts change in number, the size of the Board would change accordingly.

This plan substitutes the election of a governing board instead of the election of a State Superintendent and would enable this officer to be selected on his qualifications, leadership and service. Yet, it preserves the election process in the selection of all boards of elementary and secondary education, local, regional and state.

Regional Boards

The recent development of Cooperative Educational Service Agencies has pointed the way to many types of improved educational services and operational management. These agencies, while operating with varying levels of support and success, have demonstrated the values of coordinated, cooperative action of school districts without sacrificing the virtues of local control of educational programs.

Recommendation:

Strengthen the Cooperative Educational Service Agencies by: a) consolidating them into fewer districts, b) increasing their capability to render special services and to effect economies, c) decentralizing state services to elementary and secondary districts in ways to accommodate the differing needs of regions of the state, and d) coordinating educational programs of the schools and colleges of the region. It is proposed that eight such boards be established, each operating with eleven members, eight of whom would be elected by school board members of the region.

This arrangement allows consideration of:

Economies in administrative management effected through group purchasing, collective warehousing, data processing, transportation arrangements, food services.

Provision of informed counsel to individual school districts in the areas listed above, plus technical assistance with education of children with special needs, effective utilization of modern technological equipment and audio-video programs.

Provision of centers for evaluation of the educational and administrative performance of the educational system, and for the development of improved educational practices.

The Regional Boards serve a double purpose - to provide administrative aid to local school districts and to decentralize certain functions of the Board of Elementary and Secondary Education.

Recommendation:

The specialists required by the Regional Boards should be funded by the State and located within the regions served. Specialists in some technical areas might serve more than one region.

This plan brings state services geographically closer to the operating schools and enables assignment of specialists to regional offices.

To facilitate joint and cooperative action with other state services, and to gain economies, the regions should be organized to make them as nearly coterminous as feasible with those established in the state's Administrative Districts plan. Where the region is large geographically, as in the North Central District, or densely populated, as in the Southeastern District, the Regional Board may divide the region into sub-units.

The Board of Regents of the Wisconsin Technical Colleges

Wisconsin's system of vocational-technical schools, recently organized for operational purposes into 18 supporting districts, is now proposed for state support.

Recommendation:

Develop a state-financed two-year system of technical colleges to be strategically placed throughout the state and to be operated under the direction of a Board of Regents for Technical Colleges.

The plan conceives that state investment in two-year educational programs should provide valid and useful alternatives to the programs offered by four year colleges and universities. Four-year colleges are accessible to the great majority of Wisconsin youth, and financial assistance to needy students (see Higher Education Opportunity Program) practically removes financial barriers to attendance. The technical college proposal exemplifies the principle of providing educational opportunities that match differing human interests and economic needs. Investments in this direction are likely to be more fruitful than the proliferation of programs that offer the same type of education in more and more communities.

The Board of Regents of the Technical Colleges would govern a set of ten colleges. The number and location of these colleges would be determined by the State Education Board.

Open Education Board

A distinguishing feature of "The Wisconsin Idea" has been the extension of programs beyond campuses to individuals and groups in all parts of the state.

Today, technological improvements in radio, television, telephone, modern concepts of library service, and other educational media are reshaping ways in which opportunities may be carried to the people of all ages and in all places. There is need for the innovations of this vast development to be tested and used to achieve new educational results.

There is a strong current need for the state to establish a system that regulates and makes full use of the resources of its entire educational system from pre-school into adult life in presenting new opportunities through modern educational technologies; that opens a chance for educational advancement to persons outside the campuses and classrooms of formal institutions; and that concentrates on the development, testing

and evaluation of the new instructional materials, technological devices, and those educational programs which employ them.

Recommendation:

Create an Open Education Board composed of members of the governing boards of each of the educational systems; members representing private education and libraries; members representing business and industry, commercial broadcasting, labor and student bodies. This Board will have responsibility and authority to plan and direct the concerted, cooperative use of the state's educational and technological resources for making educational opportunities accessible and advancement possible through modern technological media. In the achievement of this objective, the Board will direct an organization described in this report as the Open Education System, and will assume all statutory authority and responsibility presently assigned to the Educational Communications Board.

Recommendation:

Establish with other Boards a system of uniform transferability of credit acceptable to the State Education Board which will open new routes to degrees, diplomas, and certificates for students of the Open School programs of the Open Education System. Further establish performance acknowledgments for students of Open School programs whose needs cannot be adequately met by credit transfer; these acknowledgments to include degrees, diplomas, and certificates if necessary.

The Universities

Wisconsin has two sets of university campuses. The nine Wisconsin State Universities, evolving out of a history of primary service in teacher education, also operate two-year campuses. The University of Wisconsin has expanded to include 4 four-year campuses plus two-year campuses. Each set of institutions has its own Board of Regents. The objectives and programs of these two sets of institutions, as separately conceived, are growing more alike. In terms of enrollment each of these systems ranks among the ten largest in the United States. The reason for governing these two sets of institutions by separate boards was clear when their primary missions were clearly different. The reason for continuing the use of separate boards now is less clear.

Recommendation:

The Board of Regents of the Wisconsin State Universities and the Regents of the University of Wisconsin should be retained with authority for the operation and management of their institutions under policies and regulations established by the State Education Board. The State Education Board should make it a first order of business to consider the merger of these two systems under a single University Board of Regents.

The State Board also should give prompt consideration to the defining of primary missions among the several types and levels of educational programs throughout the system - pre-school, special, two-year colleges, four and five year programs, doctoral and professional programs, adult education, and extension and public service programs.

Higher Educational Aids Board

The Higher Educational Aids Board serves the state in the administration of funds appropriated by the state or allocated by the Federal Government for student financial assistance, for construction of facilities, or for other purposes in which both public and private institutions may participate. This Board has the composition and experience necessary to administer the recommended plans for financing undergraduate and graduate education. (See Higher Education Opportunity Program)

Recommendation:

The Higher Educational Aids Board should be responsible to and operate under policies of the State Education Board. The Higher Educational Aids Board will administer the Higher Education Opportunity Program.

The descriptions of exact memberships, terms of service, and specific duties for the boards discussed in this chapter are included in the Appendix.

For further discussion of Regional Boards, Wisconsin Technical Colleges, and the Open Education System, refer to the chapters on those subjects.

REGIONAL BOARDS

The recommendation to establish eight Regional Boards to replace the existing Cooperative Educational Service Agencies (CESA) has already been discussed in the preceding chapter on Governing Boards.

The Preliminary Report contained a major recommendation calling for the creation of Regional Boards. In testing this recommendation with the citizens of the state, it became clear that the concept of Regional Boards would require modification to promote better understanding. Special private interests in the non-curricular field offered strong arguments to maintain the status quo.

Consequently, the Commission organized a new study group made up of CESA coordinators, representatives of the Wisconsin Association of School Administrators, representatives of the Wisconsin Association of School Business Managers, and staff members of the Department of Public Instruction. This task group's study centered around whether certain services should be mandatory or optional. The following recommendations include many modifications made by the special study group while carrying forward the principles embodied in the original concept.

As the task forces found, CESA is performing a worthwhile service and the basic concept is sound. The problem, however, is one of magnitude. CESA has had a limited impact on education in Wisconsin because each of the nineteen districts receives only $29,000 per year from the state. The basic recommendation is to extend the CESA organization into a system of Regional Boards.

The Commission believes that by reducing the number of districts and giving each new region adequate funding by the state, Wisconsin taxpayers will not only realize savings in the years ahead but also will gain improved educational performance. Furthermore, local school districts will regard the Regional Board as it is intended: namely not as a challenge to the authority of local boards but as an aid to their management and service.

The vast and separate numbers of institutions providing education throughout the state represent a tremendous dollar investment. Brick and mortar, highly trained faculties, and growing programs of these institutions are compelling reasons to consider broader coordination. Presently CESA coordinating activities and optional services are directed toward public elementary and secondary education.

Recommendation:

Regional Boards should undertake the coordinated utilization of those educational resources within their geographical confines that will be of mutual benefit to various educational programs, especially the utilization

of those resources in technical and higher education programs that will benefit public and private elementary and secondary institutions.

Administrative Management

Administrators in all Wisconsin educational institutions recognize the importance of relating both their academic and non-academic program requirements to costs and resources. The use of planning, programming budgeting systems enables them to give their respective boards objective data for guidance in decision making.

Overlapping, over-funded and under-funded programs, inefficiencies, and poor performance could be lessened if officials had better management information on which to base their decisions. Since education competes for scarce resources as do other government functions it must employ precise techniques both for managing its resources and "telling its story" to the public.

Recommendation:

The Regional Boards should provide, at state expense, assistance to local school districts in developing planning, programming, budgeting systems (PPBS).

Wide Area Services

There are a number of services which are economical to provide only if they are state funded and are area-wide in their application. For instance, broader service could effect economies in the school lunch program now offering over 400,000 meals daily at an annual cost of nearly 30 million dollars. Or, substantial savings could be realized through broader contracting and more detailed monitoring of school transporation patterns. The Commission believes that Regional Boards should provide professional staff positions to assist in such services as transportation, insurance, purchasing, food service, as well as other educational specializations that may serve more than one region. Each Regional Board should not staff all specializations where sharing of functions can be effected.

Recommendation:

Regional Boards should provide professional staff and coordination in such area-wide services as:

Data processing centers established under the present plan of the Department of Public Instruction, with operating costs charged to utilizing institutions.

Food service specialists to evaluate lunch programs in each school district.

Transportation specialists to evaluate and recommend modifications in existing school

transportation operations, with particular attention to efficiency and safety.

Insurance specialists to examine local insurance Department, and recommend collective purchasing where economies can be realized.

Purchasing specialists to evaluate and audit current practices and assist districts in cooperative buying.

Special Education

The Commission has found that provisions for special education services bear little relation to local or reqional needs. Single school districts, especially in less populated areas, have difficulty supporting special education programs for the relatively low number of students needing them. The Commission also found that program capabilities are so fragmented and uncoordinated throughout the state that the results range from duplication of effort to virtual unavailability of service.

Recommendation:

The coordination and administration of special education services should be funded by the state and centralized in the Regional Boards.

As recommended later in this report, these services should aim toward prevention of learning handicaps through early childhood programs and provision of special services to students without removing them from the normal school environment where possible.

Collective Bargaining

Collective bargaining has become a costly and tremendously time-consuming task facing school boards and employee organizations throughout Wisconsin. Public interest demands that equality in bargaining be established and maintained.

Recommendation:

Regional Boards should promote, sponsor and conduct programs and seminars for the purpose of training representatives of management, teachers, and non-professional employees of school boards within their region in the process and procedures of collective bargaining.

A provision should be included in Chapter 111.70 requiring that local school boards and the collective bargaining representatives of employee organizations submit jointly endorsed copies of collective bargaining agreements to the Department of Industry, Labor, and Human Relations for compilation and public distribution.

Program Assessment

Excellence in educational effectiveness or outcome depends ultimately upon the quality of the teaching-learning process which the educational system provides. The basis for measuring, evaluating, and assessing education is a major goal for all states. Today, Wisconsin is cooperating with the National Assessment of Educational Progress (NAEP), administered by the Education Commission of the States.

Our Commission believes that the Regional Board, when properly staffed, is the logical organization to evaluate educational outcomes in an objective and productive manner. This would provide the taxpayer with a giant step toward the realization of school accountability, in determining what outcomes are produced for the money expended.

The Commission is convinced that such independent analysis will result in better utilization of resources and will give assurances that the outcomes of all educational efforts meet acceptable standards.

Recommendation:

The State Education Board should develop with the Board for Elementary and Secondary Education an assessment program to be administered throughout the educational system by the Regional Boards. The assessment should provide sufficient information about the performance of Wisconsin pupils, particularly in basic learning skills - e.g., reading, writing, number skills - to make possible curricula reforms.

Research

Exciting and new experimental approaches to education are occurring throughout the nation. Wisconsin, like many other states, has not placed a high enough priority on research and innovative programs through state budgetary support.

Recommendation:

The primary responsibility for the coordination and testing of experimental and innovative programs in education should rest with the Elementary and Secondary Board. Specialists in this area of importance should be funded by the state with the responsibility of operating experimental programs delegated to the Regional Boards.

WISCONSIN TECHNICAL COLLEGES

The state has two types of institutions which provide programs of post-secondary education that are less than four years in length. One is Wisconsin's system of vocational, technical and adult schools, designed to provide occupational education. The other is the set of university branch campuses and centers designed to provide the first two years of a baccalaureate degree program. Each system has had a different history, purpose, program, pattern of finance, and student clientele. Wisconsin has pioneered in both types of institutions. This dual system of education, separating occupational education from academic education, has been a unique feature of Wisconsin's pattern of educational organization for more than fifty years. As a result, Wisconsin has some of the finest technical schools in the nation. Its university centers also provide quality academic programs. The proliferation of both types of institutions, however, is not justified in terms either of satisfactorily meeting the important needs of most Wisconsin youth, or of prudent managing of educational resources.

National trends in educational planning and organization suggest that Wisconsin should move toward a new or different type of educational arrangement—one more suited to the optimum development of the varied potential of its citizens. Our society must not retain outmoded status distinctions between technical and academic education. It must continue to develop high standards of performance and reward for differing types of aptitude and ability. Just as our educational system serves to enable some of our citizens to rise to high levels of scientific and professional development, it should enable others to prepare for satisfying careers in other kinds of occupations.

Society emphasizes certificates, diplomas, and degrees in its social values and employment practices. For persons who undertake the programs of four-year colleges, this value system has said that the completion of the baccalaureate degree is the only acceptable educational target. Yet current figures show that seven out of ten students now in grade and high school will not achieve this goal.

Occupational training must become more acceptable in the minds of students, their parents, and potential employers.

President's Task Force on Higher Education

There are, however, other educational and occupational objectives that do not require four years of training, that have rigorous standards of performance based on differing types of talent and skill, and that provide opportunities for satisfying transition from school to career. These goals deserve a higher priority than heretofore accorded them in state planning and administration of education. Moreover, they deserve more consideration in the vocational guidance and counseling advice given by our high schools.

Recommendation:

Create a system of state-financed technical colleges that will retain the functions and programs of the vocational-technical schools, and expand opportunities for general studies relevant to career preparation.

These colleges should be located to take advantage of present educational facilities and to provide convenient regional accessibility. This system of colleges will be open to all Wisconsin citizens, permitting students from anywhere in the state to attend the technical college offering the program or specialty of their choosing. The mission of these colleges will be:

Career Preparation - The preparation of Wisconsin residents for employment. Its programs of education and training will be directed toward helping individuals acquire that knowledge, skill and general competence required for the skilled, semi-skilled, technical and para-professional occupations that may be acquired in programs of less than four years

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For too long, the educational system and the projections of our real manpower needs have been passing each other arrogantly and blissfully by like foreign ships in the night.

U. S. Representative Edith Green

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preparation. The programs will include general studies such as mathematics, communications skills, science, economics, and human relations which are an essential part of the preparation for occupational careers. Credit in some of these studies would be transferable to baccalaureate programs of four year colleges.

Career Improvement - The upgrading and retraining of Wisconsin residents for career advancement and changing job requirements is a growing need. Programs that satisfy this need should be flexible in use of student time, accommodating students who must earn while they learn. The programs should use modern equipment and instructional techniques, and should meet individual and regional learning needs. The programs should preserve and promote the effectiveness of apprenticeship programs. The Technical Colleges should also feature remedial programs which help individuals overcome deficiencies which may block their career advancement.

Programs of adult education for self-improvement have long been a part of vocational school curriculum. Interest in avocational programs designed for cultural improvement, skills and information in homemaking and family life, and training for satisfying use of leisure time is expected to grow as the number of hours spent in gainful employment decreases.

Recommendation:

Avocational programs of the Wisconsin Technical College should be organized and coordinated on a regional basis in order to meet the varying needs of people in different sections of the state. The programs should be initiated, administered and controlled by the technical college boards of the local districts.

To enable the Wisconsin Technical Colleges to fulfill their distinct mission of providing equal opportunities of career education throughout the state, it will be necessary to coordinate and amplify the function of the local districts.

Recommendation:

Establish a State Board of Regents for the Wisconsin Technical Colleges that will have authorities and responsibilities similar to those now exercised by the Board of Regents of the University of Wisconsin and the Wisconsin State Universities. The Board will employ an Executive Director for the Wisconsin Technical Colleges and a technical staff adequate to the accomplishment of responsibilities.

The members of this Board will include, initially, some members of the present State Board of Vocational, Technical, and Adult Education, supplemented by members whose interests in education are general. The Board's principal functions will include: developing criteria for the establishment of the Wisconsin Technical Colleges, their locations, and their programs; establishing policies and allocating funds for the colleges; and coordinating the career preparation and apprenticeship programs throughout the two-year public institutions.

Each Wisconsin Technical College will have its own governing board composed of representatives of employees, employers and citizens from the area it serves. This local board will be responsible for allocation of funds from state, federal and local sources. It will also have complete responsibility for administration of the self-improvement programs. The Board may set user and service fees at their discretion. The Board may contract for satellite facilities and services making maximum after-hours use of the public facilities in the district. The local board through its Director will be responsible for the administration of the career preparation, apprenticeship, and career improvement programs according to the policies and within the guidelines set by the Board of Regents of Wisconsin Technical Colleges. The local board will continue to initiate program recommendations to the State Board, insuring program availability that is responsive to local needs.

The Commission's recommendation builds upon Wisconsin's successful experience in technical education. The proposed colleges should have the same status and excellence in their field as other parts of the state's higher education system. These colleges should not duplicate the services of the state universities. They should serve the youth and adults of the state with outstanding career-oriented programs that are not attainable in any other part of the educational system.

Recommendation:

The State Education Board should develop a plan for merging the facilities and resources, where feasible, of the vocational and technical schools with those of the university branch campuses and centers, and determine the number and appropriate sites of the technical colleges.

The Commission suggests that ten Technical Colleges, each offering comprehensive programs, be developed in locations reasonably accessible through carefully designed mergers and district realignment to students in all regions of the state.

A number of private, proprietary trade, technical, business and career schools in Wisconsin offer vocational education geared to employment. These schools offer training programs that prepare work in specific and well-defined areas.

Recommendation:

The State Board for Technical Colleges should study courses and curricula offered by these schools, set uniform standards and regulations, and contract with these schools, where appropriate, for educational services that need not be duplicated in public institutions.

The Commission has carefully studied the financing of vocational-technical education and concluded that an effort should be made to relieve the burden of local property taxes by financing technical education on the same basis as other state-supported higher education.

Recommendation:

The Board of Regents of Wisconsin Technical Colleges should have full flexibility in locating vocational-technical facilities to best serve their statewide clientele. The Board will not be dependent on local willingness or ability to pay for building and grounds.

Recommendations for the purchase of existing facilities to be utilized by the Wisconsin Technical Colleges will be proposed by the Board of Regents of the Wisconsin Technical College to the Wisconsin Building Corporation.

Recommendation:

Operational costs of career preparation and improvement programs including directly related instructional costs, in excess of federal subsidies should be borne by the state.* Costs of some part-time retraining programs that benefit only one district or perhaps one industry shall be borne by the district and/or industry.

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* See Higher Education Opportunity Program for details on student costs.

This recommendation shifts the costs of this program from local property taxes to state revenues. Apprenticeship programs would continue to be financed as they are at present.

Self-improvement programs should be financed at the option of the district board through user fees, private and community sources. Each community should provide resources to finance the avocational and recreational activities in its area.

This combination of federal, state and local financing, although shifting the major share of the burden to the state, will maintain sufficient local contribution to preserve local initiative and incentive, characteristics that have led to much of the success that the vocational system has achieved.

OPEN EDUCATION SYSTEM

A primary purpose of the Commission's "Forward Look" has been to discover new ways of broadening educational opportunities and making them available to more people. To do so it has been necessary to study not only new ways of educating in conventional institutions, but to explore the potential of new systems. A premise has been that such new systems should not create wholly new institutions or agencies, but should supplement and update the missions of existing public and private education or enterprises.

One concept that has received broad attention is that of a "universal" or "open" system of education. The terms imply not only open availability of educational opportunities to all our people at whatever point in their lives and wherever they happen to live; they also imply open participation by educators in reaching out through the combined learning resources and media resources available to them.

We sense intuitively that the first thoroughly televised generation in the history of the world cannot simply be passed into and through the same rigid institutional structures that its parents and even grandparents traveled.

Robert H. Finch

A survey conducted as part of the Commission's special study on the "Open-Universal School" showed that 80% of the respondents favored the idea of open education as generally defined in this section.*

An open education system is a media system that concentrates on presenting academic content through technologies of communication already here and anticipating those in the immediate future. It seeks a unified field of learning that does not force time and place limitations. It serves those who cannot be in a schoolroom or on a campus to receive programs that should be available to them in flexible forms.

It is also an innovative system that gives conventional education a place to stand in planning its future. There has been an "explosion" in the development of educational technologies—within the private sector, as well as within our institutions—to an extent that makes it not only economical to begin employing them, but exceedingly wasteful not to.

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* A summary of the reports of 14 work groups comprising the study and including results of the survey is available through the Commission office.

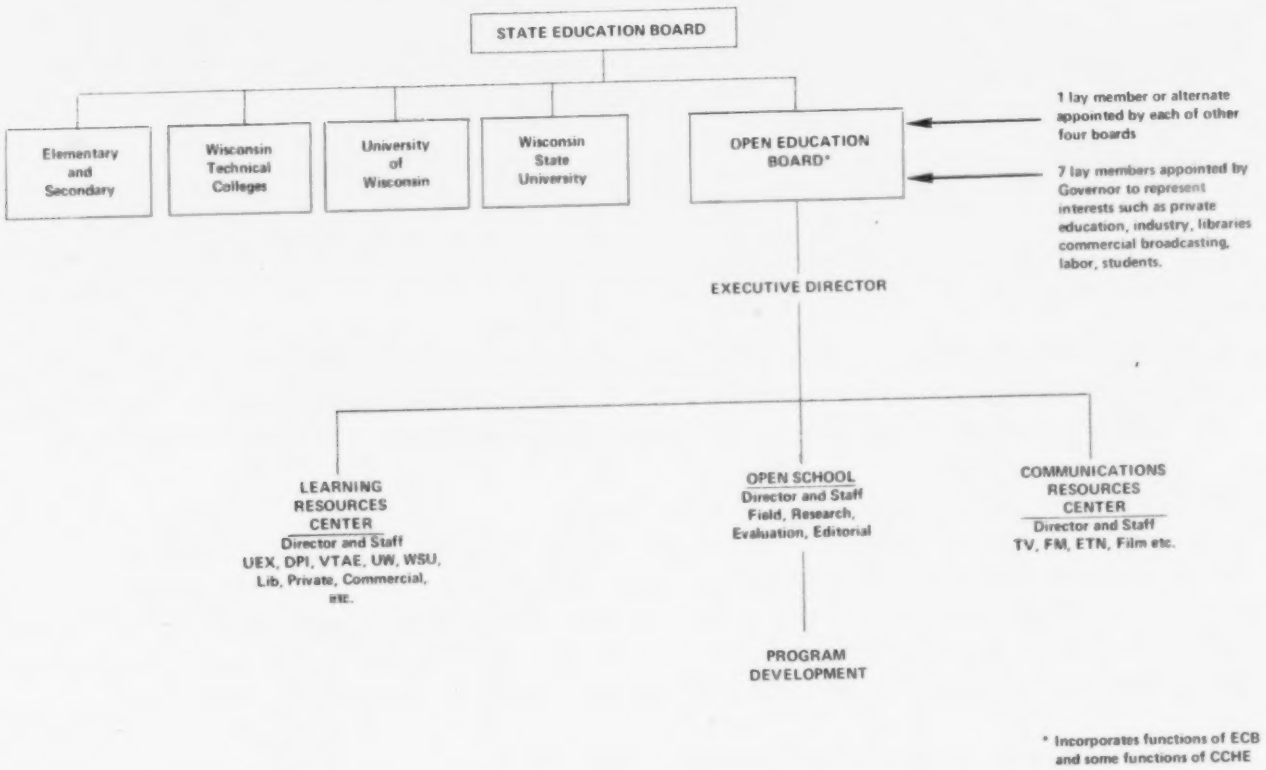
It is also a common system in which our variety of institutions can learn to combine, conserve, and mutually contribute their resources to larger and more contemporary environments than any one of them was designed to serve alone.

Resources

To implement the concept of open education, the Commission has outlined a basic management design for a coordination, development, and delivery system to integrate learning resources and media resources in the state.

Recommendation:

That the Open Education Board, as described under Governing Boards, establish a system to identify, coordinate, and extend those academic and communications resources whose mutual development will be of greatest educational and economic benefit to the state. The system recommended will consist of two Resource Centers: Learning Resources and Communications Resources, and one program development and delivery unit: the Open School.


STATE EDUCATION BOARD
Elementary and Secondary
Wisconsin Technical Colleges
University of Wisconsin
Wisconsin State University
OPEN EDUCATION BOARD*
1 lay member or alternate appointed by each of other four boards
7 lay members appointed by Governor to represent interests such as private education, industry, libraries commercial broadcasting, labor, students.
EXECUTIVE DIRECTOR
LEARNING RESOURCES CENTER
Director and Staff
UEX, DPI, VTAE, UW, WSU, Lib, Private, Commercial, etc.
OPEN SCHOOL
Director and Staff
Field, Research, Evaluation, Editorial
COMMUNICATIONS RESOURCES CENTER
Director and Staff
TV, FM, ETN, Film etc.
PROGRAM DEVELOPMENT
* Incorporates functions of ECB and some functions of CCHE

To achieve its mission, it will be necessary for the Board to develop new structures through which our institutions may interact in offering new educational programs. It will also be necessary to further coordinate and expand the use of educational technology in order to deliver new programs to new learners in new ways.

A coordinated approach to absorbing technologies efficiently and economically is crucial if we are to meet rapidly changing educational needs. A system of centers for coordinating program delivery will offer a manageable and cost-accountable opportunity for evaluating new approaches. The system will provide institutions and governing boards practical data to help them formulate priorities for employing such promising but expensive new technologies as, for instance, videotape cassettes that can be played through standard television sets.

From a practical and economical point of view, the time to coordinate existing resources and plan for new ones is before a great deal more expensive duplication takes place. As long as the media functions of Wisconsin's institutions continue to grow separately, each will not be well protected against having to "reinvent the wheel" every time a new road is opened.

It does not take much of a look down the roads that are already open to see that such new media as electronic video recorders; microwave, satellite, and CATV broadcasting; telecommunications; computer banks, and a host of others will become as much a part of the state's educational technology as typewriters and duplicators are now. The Open System approach is well suited to provide for statewide planning regarding the new hardware we will inevitably accumulate. It is also well suited to making the abundance of new technologies available to

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The new communiversity "will integrate all of the community's resources to the intellectual and aesthetic needs of its people."

Samuel Gould

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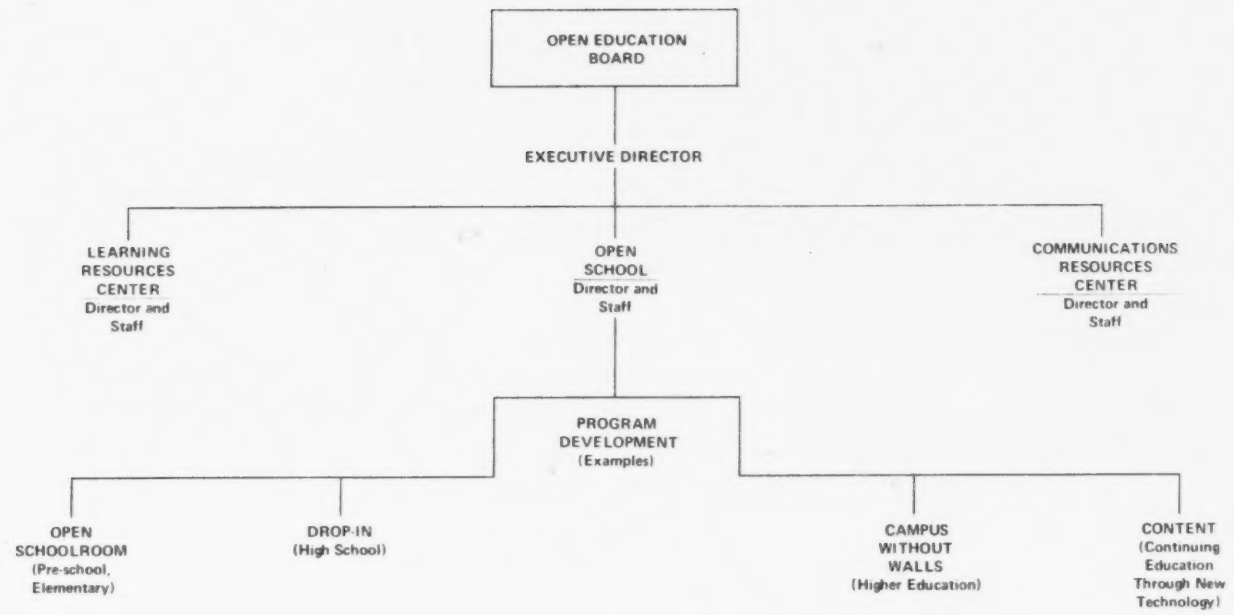
a population which senses their relevance. The Survey mentioned earlier revealed that over 80% of the respondents feel that the existing media in the state—TV, radio, telephone—could be used to provide "a very good educational program to learners at home."

The Open School

Recommendation:

That the Open School unit of the system be designed to serve the unfilled educational needs of people throughout the state by programs developed in coordination with the Learning Resources and Communications Resources Centers; that the Open School thus serve as a "laboratory" for testing new educational technologies and approaches.


OPEN EDUCATION BOARD
EXECUTIVE DIRECTOR
LEARNING RESOURCES CENTER Director and Staff
OPEN SCHOOL Director and Staff
COMMUNICATIONS RESOURCES CENTER Director and Staff
PROGRAM DEVELOPMENT (Examples)
OPEN SCHOOLROOM (Pre-school, Elementary)
DROP-IN (High School)
CAMPUS WITHOUT WALLS (Higher Education)
CONTENT (Continuing Education Through New Technology)

With all our institutions testing new programs at the same proving ground, there will be much less probability of duplicated efforts and a possibility for a much greater definition of missions. The taxpayers of the state will benefit from de-escalated costs, compared to offering the same services by using more teachers and building more facilities. Taxpayers can also benefit from an increased tax base that a broadened job and professional up grading often produces; from the impact of accessible education on ethnic and welfare problems; and from the increased social stability of lifelong educational opportunities.

Wisconsin business, industry, and labor will profit from a greater opportunity to obtain professional and job development programs and from the appeal that on-the-job training and educational programs will have in recruiting new employees.

To offer a full range of educational technologies - from networks and film to individualized, tutorial packages - it will be necessary to call on many non-institutional techniques. Fortunately there are many informal educational resources that will be part of the Open School at low cost or even no cost. Wisconsin has unusually good libraries, museums, historical societies, galleries, as well as many businesses, industries, organizations for training development, and labor organizations making educational opportunities available to their employees or memberships. Commercial media can aid in reaching a wide spectrum of learners; professional advisors and counselors are available in most localities; data storage and retrieval mechanisms operated by

American industry has an unsurpassed history of effectiveness; yet one of our greatest industries - education - has not fully profited from the capacities of industry. Forty million consumers of education and their families await the product of our cooperation.

Harold Howe II

banks and private companies are within the easy reach of most citizens; wide area telephone lines blanket the state.

All these and many other modes are open to any organized way of bringing resources together and using them well. One of the main cost benefits of the Open School is that it will not depend upon owning a great deal of the equipment it uses, any more than it will own real estate or faculty. It will contract with the Resource and Communications Centers and other sources for services and technologies. It will make fuller use of state communications networks by extending both the time they are used and the number of users. The Open School will also prove to be a great borrower. It will take what it can get from qualified volunteers, from reciprocal arrangements with civic and business sources, from skilled advisors and from people who know their communities best.

Program

The School must be as open as possible to the learner at the receiving end. Coordinated methods of delivery will not be effective without new methods of making programs available, free of prerequisites and red tape, to the large audiences and the many individuals not now reached by conventional education.

Recommendation:

That the Open School design a balanced offering of credit and non-credit programs; that the programs develop a curriculum of learning as a lifelong experience; and that the programs be matched to people's needs and abilities as they emerge, not solely to age or previous schooling.

People whose needs would best be served by enrolling in formal schools will be stimulated by the Open School to do so. Others will be encouraged to pursue alternate routes to degrees, diplomas, or certificates through transferable credits or other acknowledgements granted by the Open School itself.

There are other children and adults in the state whose educational needs are either too general or too specific to be met by classroom teaching. Many graduates of formal schools, for example, feel the need of continuing their educations at their own pace, often without credit requirements, to lead more satisfying and productive lives.

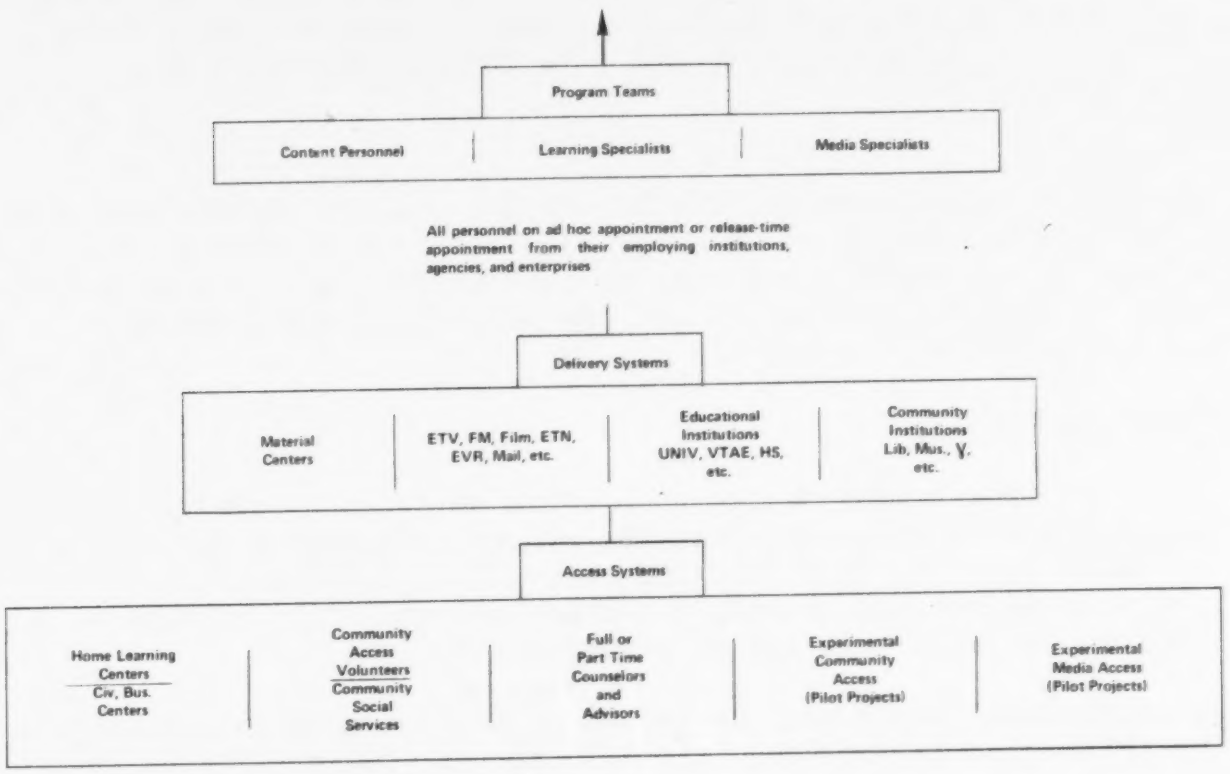
The Open School Survey showed that 72% of the respondents wished to continue their educations beyond or outside formal schools.

Many learners are capable of pursuing independent study, including drop-outs who may need remedial work or on-the-job training and part-time students seeking to improve skills or solve problems through programs available in their homes or at convenient locations.

Perhaps the most crucial area for development in home learning is in pre-school education. Certainly no other audience is more accessible to Open School programs. Nor would there be any more direct method of responding to the 89% agreement in the Preliminary Report Opinionnaire that a high priority should be placed on programs fitted to the abilities and learning rates of children.

Recommendation:

That the Open School develop a structure of Program Teams, Delivery Systems, and Access Systems that involve specialists for planning the content, learning theory, technology, counseling, and adjustment to students' needs and situations throughout each project.


Program Teams
Content Personnel
Learning Specialists
Media Specialists
All personnel on ad hoc appointment or release-time appointment from their employing institutions, agencies, and enterprises
Delivery Systems
Material Centers
ETV, FM, Film, ETN, EVR, Mail, etc.
Educational Institutions UNIV, VTAE, HS, etc.
Community Institutions Lib, Mus., Y, etc.
Access Systems
Home Learning Centers
Civ, Bus. Centers
Community Access Volunteers
Community Social Services
Full or Part Time Counselors and Advisors
Experimental Community Access (Pilot Projects)
Experimental Media Access (Pilot Projects)

The Program Team approach is a key mechanism. Here the "faculty" is not made up of permanent appointments but of generalists or specialists from public and private sources throughout and beyond the state. Their appointments, which will carry special prestige and professional benefits, will be made on a project basis - a year or two, a semester, a week - for whatever input or task is needed.

The new mixes that the Program Teams will develop among themselves will provide the greatest variety of ideas an opportunity for experiment and testing. The idea of balancing content, learning, and media specialists in project groups is not unique. It is a further movement in the direction that many schools and private learning corporations are taking, but in the Open School it will be integrated within the whole mechanism.

Recommendation:

That the Open School implement a structure of local advisors, counselors, and community volunteers to aid in directing students into programs and to aid in assessing needs and employing resources at the local level.

The Open School Survey indicated that 74% of the respondents would be "willing to help out some other student who might live near if he needed to talk to someone with [their] background and experience."

Operations

Recommendation:

That the Open Education Board appoint an executive director for the System to serve at its pleasure and assist him in obtaining as high-quality and creative a staff as educational institutions and media operations in or beyond the state can provide.

The Commission suggests the following operational staffing: The staff for the Learning Resources Center could consist of one person, each, allocated full time to the Center, and to serve at the pleasure of the executive director, from the Department of Public Instruction; the Vocational-Technical system; the University of Wisconsin system; the Wisconsin State University system; the University Extension; the Wisconsin Library Association. Other staff could be allocated by or obtained at the suggestion of interests in private schools and colleges, civic and private enterprises.

The staff of the Communications Resource Center could be allocated from existing statewide educational networks, from institutions with the most advanced media programming, and from commercial enterprises. This staff would have the additional responsibility of carrying out other communications services established under the policies of the Open Education Board.

The staff of the Open School should consist of specialists in field work, research, evaluation, curriculum, media and publications. This staff would work with and assist the teams for program development and delivery.

The Directors would serve at the pleasure of the executive director and be subject to his periodic evaluations made in consultation with representatives of the System staffs and representatives at the Program level.

Recommendation:

That the Open Education Board undertake a phased development of the System; that the Centers and the Open School administrations be established first; and that the program developments be phased in according to priorities set by the Board.

Conclusion

There is strong conviction that individual and social needs are outgrowing the capacity of the conventional education apparatus, as presently organized and financed, to respond effectively and economically. Part of the problem stems from rigidities of structure and practice of long-established institutions that are inherently conservative; part results from restraints placed upon current systems by a public that is often skeptical of proposals for educational change. Modern management, however, dictates bold measures to find and demonstrate improved ways to accomplish educational results.

The Commission believes that the concept of Open Education is a practical approach to innovation and future planning that, like other "Wisconsin Ideas" coming from the grass roots, could serve as a model for other states and nations. It is an approach to learning as a continuing part of modern life, where the learner lives, within a manageable system of new educational environments.

FINANCING PUBLIC ELEMENTARY AND SECONDARY EDUCATION

Important as the other subjects in this report are, the one which most affects individual taxpayers is the cost to the public of our grade and high schools.

Governor Knowles, in his initial proposal of this study in 1969, pointed out that sixty-five cents of every state tax dollar in Wisconsin goes to support education. Thirty-five cents of this figure represents state support of the public elementary and secondary schools. When local property taxes are added to this figure, forty-seven cents of every local and state tax dollar goes to support the public elementary and secondary schools.

We have no quarrel with the purpose for which this money is spent, nor have we found many citizens who seriously propose doing away with our public schools or lessening their quality. The demand is in the other direction. People want the quality of education to be ever better, because they realize the benefits to the children and society of a good education; they also realize the consequences of an alternative course.

Quality education costs money - and money is the subject of this chapter.

There appears to be no likelihood that costs will go down in the future. Enrollments are expected to level off in the 1970's, and there are opportunities for economies in a regional approach for delivery of services, as explained elsewhere in this report. Still, the demand for more individualized instruction and better quality teaching, coupled with the likely pressures of further inflation make it appear certain that costs will increase.

The question is not whether we should meet these costs, but how best to meet them. Should the property tax continue to carry 70% of the net operational costs, as well as all capital outlay and debt retirement as it does today? Or should some of this burden be shifted to the statewide income or sales tax? Should property tax continue to be the measure of wealth in communities by which the state attempts to equalize its share of the costs among school districts?

The Commission has set three goals in recommending a system for financing education: excellence, equality, and economy.

Excellence in education is tested by the impact of education on students. When all the other statistics on education are ground out, the only meaningful measure of whether it was all worthwhile is in the product which emerges - the student, Has he learned anything? Is he motivated to learn more? Is he ready to assume the responsibilities of citizenship? Is he prepared to take full advantage of higher education? There is reason to believe that in its quest for excellence, our school system

nationally has room to improve. One need only read the current newspapers and magazines, to say nothing of books on the subject, to note an increasing wave of dissatisfaction with The Way Things Are in the public schools.

Many results of education are subjective, do not lend themselves to audit. But that should not deter us from precisely dealing with those aspects that do lend themselves. If anything, it makes it all the more important that we demand results for those parts we can define and measure.

Leon Lessinger

Surely not all improvements in a school system are based on money - attitude and dedication are extremely important - but it is clear that we cannot have excellent schools unless we are willing to pay the price.

Equality is a two-pronged goal:

> Equality of Educational Opportunity. An ideal system of education will provide every child no matter where he lives or how much money or education his parents have, the same opportunity and incentive to make the most of what is in him.
>
> Equality of Tax Burden. The charges for education should bear a reasonable relationship to the ability to pay. The adoption of a state school aid formula using an equalization principle in 1949 was a big step toward equalizing the tax burden.

Economy. An ideal system of education should achieve its goals of excellence and equality at the least possible cost. There is a point of diminishing returns in education as in everything else, and society has other needs to pay for, but if prudent choices are made in spending the educational dollar, this can be a wise investment for the future.

The costs of public elementary and secondary education have soared in recent years, primarily due to increasing enrollments, improvements in education, higher teachers' salaries, and inflation. Some idea of the magnitude of these increases can be seen by comparing the statewide figures for the 1958-59 school year with 1968-69.

Elementary and Secondary Education Operating Data

	1958-59	1968-69	% Increase
Enrollment	631,850	907,400	43%
Gross operating cost	$ 227,662,100	$ 636,884,200	179%
Operational per-pupil cost	$360	$703	95%
General state aid	$ 58,631,200	$ 202,528,200	243%
School property taxes	$ 218,000,000	$ 537,734,000	146%
School tax rate	12.74 mills	18.60 mills	46%

Perhaps the most significant comparison is between enrollment and tax rate which have increased almost the same: 43% vs. 46%. This shows that the school aid formula has worked to keep the property tax rates increasing at a much lesser rate than operating costs. Per capita income during this same period increased 66%.

Still, the property tax has reached a practical limit in many communities. Referenda on school bond issues have been voted down with increasing frequency, and the future of educational excellence in some of these communities is in jeopardy.

The property tax carries about 70% of the burden of net operating costs of elementary and secondary education in Wisconsin, with the state paying the remaining 30%. Only about six states pay less. The main reason for this is that Wisconsin pays more than most states in the form of shared taxes to local governments to support municipal and county services other than education. When shared taxes and school aids are combined, it is seen that Wisconsin distributes about two-thirds of its tax revenues back to local units of government, but education, from the state standpoint, gets the lowest priority.

There are several things wrong with relying so heavily on the property tax to support education:

> The property tax is not necessarily related to the ability of a community to pay. As seen in the Appendix, there are significant differences between school districts when their income and property ratios are compared.
>
> The property value per pupil varies widely among the communities of the state.
>
> As mentioned above, this heavy reliance on the property tax is meeting with understandable taxpayer resistance, with education caught in the middle of the fight.

One of the good things about reliance on the property tax has been the strong local interest maintained in the schools, and the local control it produces. Assuming basic quality standards are maintained, local control of what children are taught and how they are taught is one of the basic underpinnings of democracy. There is nothing about local control, however, that precludes the state's participation in financing the schools, nor in the state's use of its coordinated delivery services to realize economies for all the school districts.

Within this context of the present situation, the Commission has arrived at the following recommendations:

Recommendation:

The state share of net operating costs for K-12 districts should be increased from the present statewide average of 30% to 40%, and maintained at that figure in the future.

Currently, 40% state aid for K-12 districts would require a $59,000 guaranteed value per student in 1971-72, and $64,000 in 1972-73. It would mean a total general aid figure of about $324 million in 1971-72 (compared with approximately $210 million in 1970-71) and $351 million in 1972-73. Thus, about $114 million previously paid out of property taxes would be paid out of state general fund revenues in the first year alone.

The Commission is fully aware that this recommendation calls for a corresponding increase in state revenues - probably the income or sales tax, or both. However, many areas in Wisconsin are approaching a crisis level with the property tax, and relief is a practical necessity. Moreover, this recommendation will tend to shift payments for education more toward an ability to pay system. 79% of those responding to the Opinionnaire favored increasing the state share to 40% and reducing property taxes.

There is a hazard, of course, that local governing bodies will view this increased state aid as "found money," and use the opportunity for, or be pressured into making other local expenditures. That is not the purpose of this recommendation. Its purpose is to provide the citizens of the state with much-needed property tax relief; therefore the additional state aids received by the school districts should be used for the first two years subsequent to legislative enactment for decreasing the tax levy and/or tax rate, thus achieving the direct property tax relief intended.

Recommendation:

The distribution of shared taxes for support of general local government should take into consideration need and local effort.

This Commission is not charged with the responsibility for revising overall state tax policy. However, when present tax policy is hurting the educational program in the state, it is necessary to make recommendations in this area.

As pointed out above, education takes a low priority in the total system of state shared taxes. We believe education is among the state's most important responsibilities, and that the tax sharing formula should be revised to acknowledge this. The present formula has resulted in providing state funds to municipalities which make a minimal local tax effort to provide municipal services.

The Commission concludes that the present system of distributing shared taxes is inequitable, and that this inequality is a serious obstacle to equalization of educational opportunity. This has been well brought out by the Tarr Task Force, and we endorse the proposals of that Task Force in this regard. We therefore recommend that the distribution of shared taxes take into account need and local effort, that shared tax distribution provide for equalization based on these factors, but that a limit on the spending of individual municipalities be imposed, above which the state would reduce or stop sharing in these costs.

Recommendation:

The school aid formula should be based upon income within a school district as well as property values.

As indicated earlier, the property tax alone is not an adequate measure of ability to pay. Ability to pay is more accurately gauged by income. At this time, income data by school district is not available. This recommendation contemplates that the Department of Revenue will revise the income tax forms so as to collect this information and have it available for the consideration of the legislature in 1973. Depending on what the figures show, the school aid formula may then be revised to include income as well as property valuation in the school aid formula.

Recommendation:

Until income data by school district is available, flat aids to school districts should be held at present levels.

Our Preliminary Report recommended that flat aids be discontinued, since we felt that the equalization formula recommended was a sounder method of school aid. However, it has come to our attention since then that the high property values in some of these districts do not necessarily reflect a corresponding ability to pay. To suddenly eliminate the money these districts have been receiving might work a hardship in some of the communities. Therefore, the recommendation has been changed to hold the flat aids at their present levels ($62 per grade school student, $80 per high school student) until the income information is available, as recommended above.

If the aid formula is increased to 40%, as recommended, it will reduce the number of K-12 flat aid districts. The districts affected and the amount of flat aid they would receive is shown in the Appendix.

Recommendation:

The school aid cost limitation should be increased to 115%.

The 1969 Legislature adopted a net operating cost limitation factor of 110% in determining the eligibility of a school district to receive state aid. That is, if a district exceeded the current statewide average of school costs by more than 10%, it would not receive aid on such excess amounts. The Commission believes that there are some high cost districts which, due to geography, special programs required to meet the needs of their school population, or other factors, are unable to reduce costs below this level without impairing their educational programs. Therefore, we have recommended increasing this limitation to 115%.

Recommendation:

The property tax should be administered and property assessed uniformly throughout the state.

The equalized value (fair value) of property plays such a key role in determining the amount of aid a school district will receive that the necessity of having the property assessed frequently and according to the same standards is too obvious to require demonstration. Such a program of uniform assessment would best be conducted by trained, competent assessors under the direction of the Wisconsin Department of Revenue, on a county or regional basis. At a minimum, property should be evaluated every three years; ultimately the job should be done annually.

Recommendation:

Shared time students should be included in computing school aids.

A number of local school districts provide shared time instruction to students from private schools, and we have recommended that shared time be employed widely (See section on Financing Private Elementary and Secondary Education). Although present expenditures for these students are included in the net costs of the school under the state aid formula, the Commission recommends that the full-time equivalent membership of such students be included in the resident membership of the school district for purposes of calculating state aid payments.

Recommendation:

Special funding should be provided for low or high population density districts where the school aid formula is not adequate.

The school aid formula works effectively for the majority of school districts, but there are a few districts on either end of the range which have additional financial burdens, caused by either extremely high population density or extemely low population density.

The Commission proposes that provisions be enacted through which the State Board of Elementary and Secondary Education will be empowered to provide additional state aid (not to exceed 15% of the per pupil cost times the number of pupils of each affected district) to compensate for extreme conditions relating to population sparsity or density. This provision is made expressly to provide a reasonable guarantee of equal educational opportunity to all students in the state.

Recommendation:

The existing school aid formula should continue to be studied, with a view to including a system for rewarding excellence.

The recommendations related to the school aid formula in Wisconsin recognize the fundamental soundness of the existing formula. However, the changing technology of education, and particularly the growing emphasis on evaluation of the output of our schools, would suggest that the formula consider more output-oriented criteria as they become available in the future. The existing formula can be modified to provide financial incentives for those programs which are of greater educational value or which are producing better educated children.

Recommendation:

The distribution of shared taxes should be identified to the property taxpayer.

Shared taxes are presently distributed to municipalities and are used to reduce the property tax levies required for municipal purposes. Without considering the merits of the recommendations for change in the distribution formulas as suggested above, the shared tax information should at least be provided to the property taxpayer.

We propose that all the municipal levies (including those for education) be shown on the property tax bill before deducting shared taxes and the shared tax distribution be shown as a separate credit against the total tax levies of the municipality. This would have the benefit of providing better disclosure of municipal levies (and increases between years) and would also better inform the property taxpayers of the portion of their state taxes being returned for all local purposes. It would have no effect on the net levies on any tax bill merely the benefit of more information for the property taxpayers similar to that provided presently for property tax relief.

Elsewhere in this report, in the section on Special Education, it has been recommended that state school aid be broadened to include four year-old kindergartens, where they are provided, and to reduce the

age for compulsory attendance from age seven to age five. It is not necessary to repeat those recommendations here, other than to view them as a part of the total package in financing public K-12 schools.

FINANCING UNDERGRADUATE HIGHER EDUCATION

Wisconsin spends about $100 million annually for public higher education, not counting the sums spent for buildings, research, and graduate programs. While there are benefits to the state in making this investment, the advantages to individuals receiving the education are greater still. It has been estimated that a college education and degree increases an individual's lifetime earnings by a substantial amount. He also benefits in a variety of other less tangible ways.

The Commission has concluded that those receiving a higher education are major beneficiaries of it, and should pay the costs of instruction consistent with their ability to do so.

Those who are unable to pay the full cost of a higher education, however, should not be denied an education for that reason. 74% of the respondents to the Opinionnaire agreed with providing "additional grants to students demonstrating greater economic need, according to carefully administrated criteria."

There is a certain amount of injustice in our present system. Many of those who can afford to go on to universities and colleges without a subsidy are nevertheless being subsidized heavily,* while those from low income families are often unable to go, even when subsidized at current levels. Since almost everyone pays taxes, many of the low income families are actually helping to support the education of those more fortunate, while their own children are unable to take advantage of this opportunity.

This fact is borne out by the results of a recent study of Wisconsin high school senior boys. In this study the boys were grouped by intelligence levels and by family income. The more affluent the family, the more likely the boy was to go to college. And among the most intelligent boys, more than 90 percent from the most affluent families went to college, as contrasted to about 50 percent of those from the least affluent families. This same pattern emerged from a similar national study, Project TALENT.

Low income does more than make it difficult to go on to school. Those fathers with less education generally earn less money than college graduates, and <u>their</u> children in turn are less likely to be educated, in part because they may have less desire and in part because of limited family incomes. As seen in the table on the next page, there is a distinct correlation between the level of the father's education, the amount of family income, and the plans of high school seniors to go on to school.

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* Undergraduates at the University of Wisconsin and the Wisconsin State Universities pay about 25% of the overall instructional costs at these institutions. In each case, the state pays the rest.

Percentage of Male Wisconsin High School Seniors Planning to Attend Post-Secondary Education by Father's Education and Income, Spring 1968

Father's Education	% Planning Post-Secondary Education*	Median Family Income**
Less than High School	56.3	$ 5,951
Attended High School	57.1	8,182
Graduated High School	70.1	9,520
Attended Technical or Trade School	69.0	n.a.
Attended College	81.5	10,864
Graduated College	84.3	13,110
Graduate Study	92.5	15,135
Average	66.2	$ 8,865

*Based on CCHE data.
**Based on U. S. data.

It is not the main purpose of this Commission to right the wrongs of social injustice, though that opportunity may be taken where it occurs. Our interest is in using the educational resources of the state wisely and efficiently. As it is now, we are squandering a portion of our precious human resources. Thousands of youngsters who could make a valuable contribution to society and to their own futures if they were properly educated simply do not have the money to go on to school.

This problem is not peculiar to Wisconsin, but a real solution to the

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New support patterns must be developed quickly if we are not to see the partial collapse of a system of higher education unique in the world.

President's Task Force on Higher Education

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problem has escaped all of the states. Wisconsin has many firsts to its credit in the field of education and educational financing. We feel that with the program discussed below, Wisconsin can take the lead again. This is the Higher Education Opportunity Program.

Recommendation:

Adopt a voucher system for higher education whereby any qualified Wisconsin high school graduate may attend any accredited non-profit post-secondary school, college, or university in Wisconsin, public or private, subject to the enrollment limits and other requirements of the school, on the basis of the student's ability to pay. All students will receive a basic grant of $500 and a supplementary grant based on their financial ability to pay. Institutions will collect full tuition from the students, rather than receive appropriations from the legislature. This program will be called the Higher Education Opportunity Program.

In its simplest terms, the Higher Education Opportunity Program (HEOP) puts higher education on an ability to pay system. If the student is not able to pay, the state will help him pay, and will help as generously as it can. In short, the financial barrier standing between the deserving student and higher education will be greatly reduced.

Wisconsin's private colleges and universities are included in the program because their facilities and programs are a valuable resource to the state. These schools are, in general, much smaller in size than the public colleges and universities, and they provide diversity to the total program of the state. While many of them have religious sponsorship, the religious question is not crucial to the system as it is in grade and high school, for reasons explained elsewhere in this report. A number of these schools could accommodate more students and would like to do so. It makes sense, from the taxpayer's standpoint, to enable students to use these existing facilities where possible, rather than erect additional buildings, hire more faculty, and create more libraries and laboratories to accommodate them in public institutions. HOEP does not extend, however, to students pursuing a course of study leading to a degree in theology, divinity, or religious education.

Recommendation:

Financing of vocational schools (henceforth to be called technical colleges) shall be shifted from the localities to the state, and the students at these institutions shall participate in the Higher Education Opportunity Program.

This recommendation was made in the Commission's Preliminary Report, and has since been endorsed by the Coordinating Council for Higher Education. 77% of those responding to the Opinionnaire favored "planning and funding vocational-technical service on a statewide basis, rather than on local ability to provide that service." This is recommended because while the vocational schools presently afford excellent opportunities for many in certain localities, their services are not available in strength throughout the state. It is basically the state's responsibility to see that those whose talents lie in technical fields receive a quality technical education. Today, about one third of Wisconsin's high school graduates do not go on to further education or training of any kind. Others who start college drop out and are left with neither a degree nor a marketable education. Still others, it is suspected, who go through four year liberal arts colleges

and achieve a degree, might have put their talents to greater use in a technical school. This program will permit them to do that.

How the Program Would Work

HEOP would operate somewhat like the GI Bill did after World War II, and like Wisconsin's pioneering GI Bill for World War I veterans. The grant (described below) would be given to the individual, who would then take it to the institution of his choice. The grant is to the student, not the institution, and would be determined by the legislature and the Governor as follows:

1. An "average cost of instruction" would be determined annually, based upon average instructional costs at all public state universities and technical colleges (not the private schools) in Wisconsin. This average figure is approximately $1200 per student per year in 1970-71.

2. A Basic Grant, or voucher, of $500 per year would be provided every qualified Wisconsin student. The voucher would be valid at any public university or college (including technical colleges), or any accredited private university or college in the state.

3. A Supplementary Grant of varying amount would be awarded students according to financial need, as demonstrated by analysis of family income and assets.

In addition to these grants, which would apply to all colleges and universities, the Vocational-Technical system would require some special consideration, at least in the initial phases of the plan. At this time students at the vocational schools pay considerably less per year than at the other publicly supported systems of higher education and this has been a deliberate decision. It would be neither realistic nor practical to change this pattern overnight.

Recommendation:

Students at the Vocational-Technical Colleges should continue to pay at the present level of tuition during the initial stages of the Higher Education Opportunity Program. Part-time students would pay proportionately lower tuition. The tuition payments of all students should be increased on a phased basis until, by 1980, the payment will be relatively equal to that at other institutions of higher learning.

No student would be given a totally free higher education. All students will be required to contribute to their living expenses. Some students could reduce their costs by commuting to a nearby college or university.

This plan makes a significant change in the direction of state appropriations although the total amount appropriated would not change appreciably.

The institutions would collect the full tuition from the students, rather than receive appropriations from the state. Some concern has been voiced that this will change enrollment patterns, and could result in a drop - at least temporarily - in enrollment at the University of Wisconsin and Wisconsin State Universities and that this could make year to year planning difficult. However, other institutions would not be able to expand rapidly or might prefer not to expand. Hence, no dramatic enrollment shifts would be anticipated. In any case, we recommend that the Board on Government Operations review this program each year in its early stages, and adjust the budgets of the public universities so that they can meet their commitments.

There are two things that HEOP does not do, and these should be emphasized:

1. HEOP does not eliminate direct state funding for operating, maintaining and building physical facilities at the University of Wisconsin, Wisconsin State Universities, or the technical colleges. Neither would it eliminate the types of direct state funding of research that currently exist, nor would it alter the current system of state support for graduate and professional training (except as noted in the following section on graduate education).

2. HEOP does not replace existing state or federal loan programs, grant programs, or work-study programs. HEOP grants would be received only when the combined amount of student-family contributions and financial aids from other sources fell short of measured student needs; students would not be eligible for full funding from both sources. The intent is to make full use of federal and other grants and scholarship funds. HEOP funds are supplemental only. Borrowing from state, federal and private sources may still be necessary for some students, particularly those who cannot find lucrative summer employment or whose family circumstances take an unexpected downturn.

The administration and coordination of HEOP would come under the Higher Educational Aids Board, which is an operating Board and is staffed to handle this kind of program. Overall policy considerations would be under the jurisdiction of the State Education Board.

Finally, it is recommended that HEOP be phased in over a four year period, beginning with the 1972-73 freshman class; other classes would be added annually for three subsequent years. A longer phase-in for technical colleges would be required, as noted earlier. A program of this size will inevitably develop some problems, which can be worked out more easily if the change is gradual. Moreover, most of those families which will have to pay more for education will have a greater opportunity to plan for this gradually increased cost.

Advantages of HEOP

The specific advantages of the Higher Education Opportunity Program are:

1. Individual decisions on whether to go and where to go for higher education will be based more heavily on educational reasons, less on financial ones, with the result that larger numbers of qualified students can continue their schooling.

2. Students will be permitted a greater degree of freedom in choosing an education appropriate to their talents, since it will cost them roughly the same wherever they go, with the exception of some of the private schools with higher tuitions.

3. Educational costs to students will be more closely related to ability to pay.

4. Greater accountability in both costs and performance will be required of the schools, because of the greater competition for students.

It is well known that individuals, teams, business organizations and governmental agencies achieve considerably more when they are being held accountable for specific, measurable goals.

Governor Russell Peterson, Chairman
Education Commission of the States

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5. Placing vocational education on a par with other higher education will have several distinct advantages:

   a. Most students technically trained for specific vocations stay in the state after graduation, and become taxpaying citizens of Wisconsin.

   b. The growth of the other colleges and university systems would tend to stabilize, as more students are attracted to a vocational career.

   c. A state sponsored technical education program can be a powerful tool in conjunction with a statewide industrial development program. Programs can be geared to meet the expressed needs of employers, and positions will be waiting for the graduates. The state thus becomes a partner with industry in the latter's manpower development programs.

d. It would encourage and assist many technically-minded students to take advantage of opportunities for advanced technical education.

6. It will make maximum use of the existing facilities of private colleges and universities, and thus help reduce the unnecessary duplication of higher education facilities.

7. Under the supervision of the State Board of Education, coupled with this incentive to offer programs which are responsive to the needs of students, institutions are more likely to develop distinct educational missions, reducing costly, unnecessary duplication of effort.

Financial Implications

The Higher Education Opportunity Program will, it is estimated, cost approximately the same as the present state appropriations for instructional costs. This estimate is based on three assumptions:

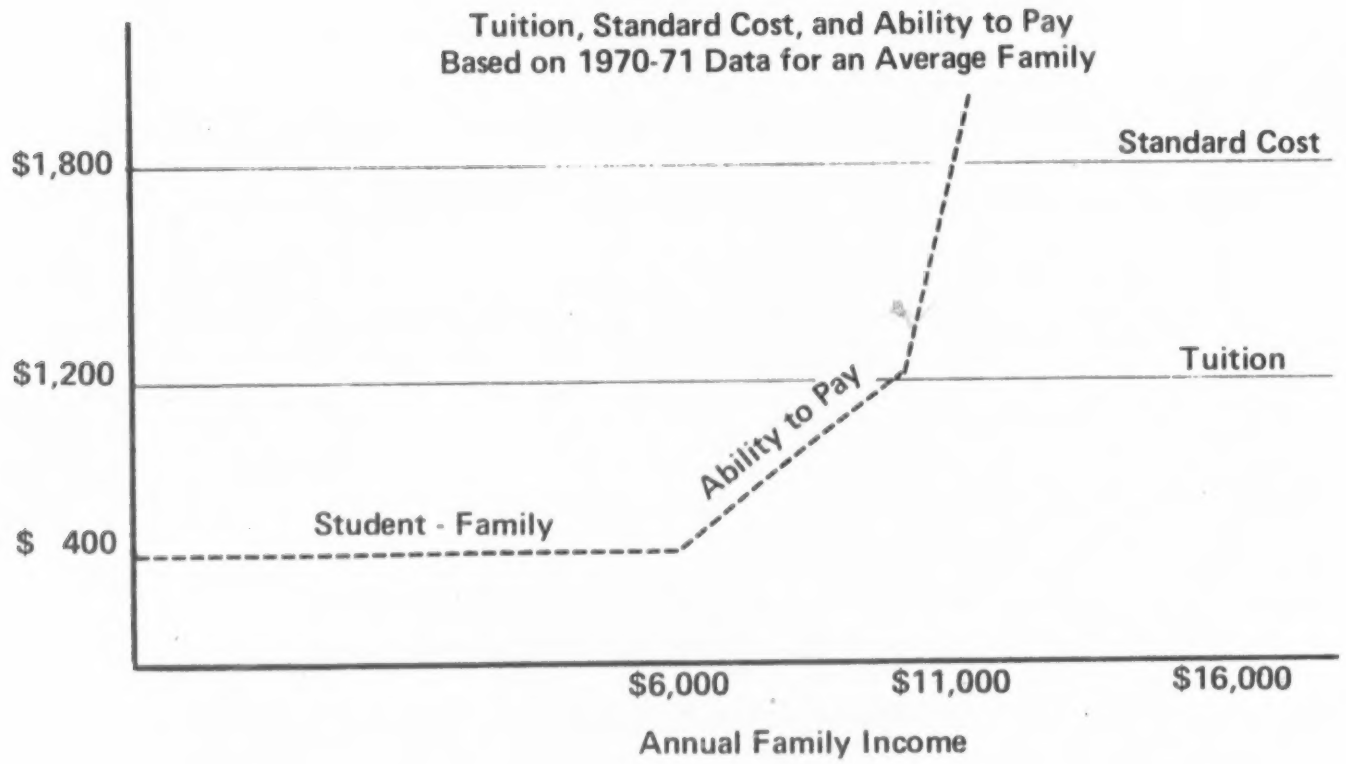
1. That the vocational school system will be fully financed by the state.

2. That all state instructional subsidies, grants and scholarship funds to undergraduates will be channeled into the HEOP program and taken out of existing appropriations.

3. That enrollment in public colleges and universities will not increase. (This assumption is made only for the purposes of drawing a valid comparison with the present system. Because one of the purposes of HEOP is to increase enrollment among those not presently able to go on to school, total enrollment probably will increase.)

The financial impact on individual families will vary, because the system will change from subsidizing those who can afford to go on to school to an ability to pay system. If HEOP were in full operation this year, roughly half of the students currently enrolled would pay less than they are now paying, and the other half would pay more. However, with the phasing in of the program, the financial effect of the plan will be proportionately modified.

The chart on the next page shows, for the average family, how the student-family ability to pay varies with annual family income. All students would be expected to pay $400 toward their costs out of summer earnings or from some other source. As family income rises above $6,000, an increased share of the costs is expected to be borne by the student or his family. When family income exceeds $11,000, the family would pay full cost, less the $500 basic grant.



HEOP will do what the traditional low tuition program has not done - assure or at least come closer to assuring that all qualified students have an opportunity to attend an institution of higher learning suited to their abilities and aspirations.

The provision of grants to individuals rather than to institutions is consistent with an underlying emphasis on providing educational opportunities for students, not providing students for educational institutions.

HEOP will improve statewide planning and coordination of educational programs, as institutions, guided by the State Board of Education, will be attracted to areas of specialization responsive to consumer demands.

HEOP brings the vocational-technical system in as a full partner in the educational enterprise. This should improve statewide and personal planning to meet manpower needs.

Finally, HEOP will permit the state to take advantage of the existing facilities of private colleges and universities. While the state colleges and universities will retain a special relationship with the state, the private colleges will be more meaningfully related to the higher education system of Wisconsin.

A detailed explanation of the mechanics of HEOP is contained in the Appendix.

FINANCING GRADUATE EDUCATION

The importance of augmenting the number of professional and graduate-trained people in Wisconsin hardly needs elaboration. These individuals play an essential role in maintaining the vitality of our state's economy and of our political and social institutions. Because of this role and because of the complexity of the professional and graduate programs available, the Commission recommends a new yet cautious approach to changes in the financing of these programs.

Recommendation:

Grants covering the full cost of education should be awarded to qualified professional and graduate students from Wisconsin who are enrolled in the second and third years of post-baccalaureate study, and state-guaranteed loans should be provided for the first and fourth years.

The grants will include a tuition allowance and a maintenance allowance and will be available to Wisconsin residents irrespective of where they did their undergraduate work; the grants will not be available to non-residents.

The purpose of these grants is to enable qualified Wisconsin residents to have access to the outstanding post-baccalaureate work offered in the state. This will help to insure that career decisions are not based unduly on financial considerations. Moreover, these grants will also help to stabilize the financing of professional and graduate programs. Grants will be authorized only for students pursuing North Central Association accredited programs currently offered by Wisconsin's public and private institutions, or programs subsequently approved by the State Education Board. The purpose of this provision is to prevent the proliferation of costly and perhaps low-quality professional and graduate programs in other institutions.

In addition, these grants will be available only for students pursuing studies in fields where program quality is high and where the need for more trained personnel is established. A mechanism for assessing program quality and manpower need would be established in cooperation with the graduate schools and the State Education Board.

The grants are not open to first year students because the emphasis is on providing opportunities for those who have already demonstrated achievement in advanced work and who are highly motivated to continue their study and training. First year students will have to rely on loans, their own individual resources, or available fellowships, grants and scholarships.

Fourth year students are not included in the grants because they are in a better position to obtain fellowships or assistantships than in earlier years. They are also closer to professional employment and could borrow funds without going too deeply into debt.

The Standard Grant will be $2400 per year, plus the remission of the full cost of state support for instruction which, based on 1970-71 figures, would amount to approximately $2100. Students will still be expected to make up any remaining costs out of their own resources.

The cost of this program is estimated as follows: There are approximately 2000 second or third year students in the graduate and professional programs who are Wisconsin residents. The gross cost of this program would be an estimated seven million dollars for student grants, plus about one million dollars to replace the present in-state tuition the students now pay. However, the net cost will be considerably reduced by restricting the program to students in quality programs where manpower needs are demonstrably higher. As a result, the cost of the program would be more than halved, to approximately four million dollars.

While this program will facilitate advanced education and training for many Wisconsin residents, some additional general funding will still be required to maintain the high quality of existing graduate and professional programs in the state, and particularly the graduate program at the University of Wisconsin, Madison.

This recommended program should make it unnecessary for students to work full time during their second and third years of professional or graduate work. Inasmuch as they can devote more time to their academic activities, most will complete their studies more rapidly than is now the case. Indeed, under current conditions, many students need five or six years to make equivalent academic progress. This program will not only enable professional and graduate students to make highly productive contributions in the world of work much sooner than is now the case, but it will also reduce the number of Wisconsin resident students who drop out of Wisconsin universities under the stress of academic, family, and financial pressures.

The reasons for not relating professional and graduate student grants to family income level are several. First, most graduate students have attained adulthood and therefore cannot be expected to continue receiving contributions from their parents. Secondly, any plan to base grants on parental income would undoubtedly be subject to legal dispute because of the present sentiment toward independence following age 21. Finally, the fact that many professional and graduate level students are married greatly complicates deciding the appropriate way of measuring ability to pay. For all of these reasons, the application of financial needs analysis in determining the size of the grant does not seem appropriate. However, should a workable system of financial need analysis be developed for use at the graduate and professional level, we recommend its adoption and the incorporation of this need analysis into the program.

It is important to note that these state grants will be a supplemental resource. For example, if a student receives a National Defense Education Act (NDEA) fellowship, or some other fellowship grant, which provides sufficient support, then no state grant is provided. Assistantship grants will be treated the same as fellowships. If the other grant were smaller than the state grant for which the student is eligible, he would be given the difference between the allowable state grant and whatever other grant was received.

The purpose of this provision is to not only minimize state costs but also to encourage the development of alternative funding resources for professional and graduate education. Indeed, if a major federal program of post-baccalaureate support were developed this would allow for the orderly phasing out of the state program.

In this connection, the Commission endorses the report of the President's Task Force on Higher Education which recommends national learning centers financed by the Federal government. The University of Wisconsin Graduate School is, after all, a national resource, and its benefits have long been available to the nation and the world. This fact should be recognized in a practical way by the federal government.

For Wisconsin residents who elect to pursue undergraduate, professional and graduate work outside Wisconsin, a state guaranteed loan equal to the grant amount they would be eligible for if they remained in the state would be provided. Under a contractual agreement this loan would convert to a grant if upon graduation the recipient returned to Wisconsin for a period equal to the number of academic years of his loan-supported study.

PRIVATE ELEMENTARY AND SECONDARY EDUCATION

Elsewhere in this report it has been recommended that state financial support of the public elementary and secondary schools be strengthened. The question remains whether similar support, or support in other ways should be provided to the private and parochial schools at the elementary and secondary level. These schools account for about 20% of the total school enrollment in Wisconsin. In 1969 there were 212,000 students enrolled in private K-12 schools, 82% of whom were in Catholic schools, 15% in Lutheran schools, and 3% in schools of other sponsors.

The question of public aid for these schools has been debated in recent years primarily because of a decline in Catholic school enrollment, as shown in the following table. (Other groups, particularly some Lutherans, have favored the direct aid concept, but there has been neither the unanimity of opinion among Lutherans nor the organization for action that has existed among Catholic groups).

Catholic School Enrollment, 1963 to 1970

(Source: Department of Public Instruction)

Year	Elementary Enrollment	Rate of Decline From Previous Year	Secondary Enrollment	Rate of Decline From Previous Year	Total Enrollment	Rate of Decline From Previous Year
1963-64	206,204	----	32,051	----	238,255	----
1964-65	203,565	1.3%	31,805	0.8%	235,370	1.3%
1965-66	200,039	1.7%	32,725	+2.9%	232,764	1.2%
1966-67	188,996	5.5%	31,547	3.6%	220,543	5.3%
1967-68	178,673	5.5%	31,141	1.3%	209,814	4.9%
1968-69	158,353	10.8%	29,611	4.9%	188,964	10.0%
1969-70	143,899	9.1%	28,227	4.7%	172,126	8.9%

It is not clear whether these enrollment declines are the result of financial problems that exist, whether existing financial problems are the result of enrollment declines, or whether these two factors are independent of each other. Neither do we know to what extent the closing of Catholic elementary and secondary schools affected these figures, because complete statistics on school closings were not available.

It is known that per pupil operating costs in Catholic elementary schools in Wisconsin more than doubled in the last three years: in 1967-68 they were $124.94 and in 1969-70 they were $261.22.* Much of this increase

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* A Profile of Catholic Education in the State of Wisconsin, 1970, Dept. of Education, Archdiocese of Milwaukee, June 1, 1970, p. 15

is thought to be caused by teacher salaries: as the number of teaching nuns has declined, they have been replaced by lay teachers who have been paid more competitive salaries.

The Task Unit that studied this problem concluded that financial constraints were a major factor in declining Catholic school enrollments. It also noted that the attitudes of many Catholics toward parochial versus public schools have changed in recent years, and that may be causing more Catholic parents to send their children to public schools.

To the extent that financial problems have caused schools to close, financial aid would keep them open. However, to the extent that other factors are involved in declining enrollments and school closings, financial aid may slow down the rate of closing but not stabilize private school enrollments at roughly 18% to 20% of public and private elementary and secondary enrollments.

The Task Unit heard arguments on both sides of the question and came to the conclusion that public aid should be given to the private schools. Despite the above statistics, it did not ground this conclusion on financial considerations, for it determined that the cost of absorbing these students into the public school system would be approximately the same as an aid program adequate to stem the tide of declining enrollment. It concluded that aid should be given to facilitate the continuation of private elementary and secondary schools because these schools have a value in and of themselves which should be preserved. They offer a freedom of choice in the type of elementary and secondary school education that is received; they offer diversity in educational program and environment; and, in the case of parochial schools, they permit a choice between a religiously oriented educational environment and a secularly oriented educational environment.

However, the Policy Group of the Commission, which is responsible for the views expressed in this report, disagreed with the Task Unit's recommendation that a program for substantial public aid to private schools should be initiated. There is no question that private elementary and secondary schools have performed a valuable public service in providing an education to a significant number of students over the years. Nonetheless, the Policy Group does not believe that the reasons cited in support of a program of substantial aid to private K-12 schools surmount the basic problem. As noted above, 97% of these schools are religious schools. Their unique purpose - their reason for existing - distinguishing them from public schools, is that they teach a particular religious creed. The Task Unit concluded (and the Policy Group agreed) that the purpose of a program of public aid for these schools was to preserve them, thereby permitting them to continue to carry out their unique purpose. The public policy question thus posed is whether the taxpayers of Wisconsin, many of whom do not share the religious beliefs or creed taught by the particular schools that would be receiving aid, should be required to support such schools. It is the conclusion of the Policy Group that they should not. Therefore, this Commission concludes that direct state aid should not be given to private and parochial schools.

There are other considerations that must be weighed in assessing the wisdom of any private school aid plan. History has demonstrated that religion and politics is an incendiary mixture. Some of the most difficult and divisive public policy issues considered by the state legislatures involve church and state. The initiation of a program of public aid for private schools would require a review at each legislative session of the aid formula, the level of aid and the system for determining the recipients of aid. Apart from the effect of such biennial consideration of these difficult questions on the political process (which, we believe, is an important consideration), the effect on private school systems might be very detrimental. The independence of the private schools, their freedom from extensive governmental regulations, and their freedom from political interference may well be jeopardized if they are required at each legislative session to enter the arena of public debate over the allocation of scarce tax dollars.

We tend to think of private elementary and secondary schools as we know them in Wisconsin today. Other states, however, have seen a very rapid increase in the number of private schools established for the sole purpose of avoiding certain governmental regulation of public schools which is strongly disliked, notably the rise of private schools for white children in certain Southern states. The Task Unit concluded that a program of public aid adequate to stem the tide of private school closings should be in the magnitude of approximately $50 million. With such a large fund available, the possibility of new private schools being organized and applying for aid must be considered. It is difficult in a free society to devise a method of allocating aid among private institutions in such a way as to deny aid to those institutions which espouse an extreme position not shared by the vast majority of citizens and taxpayers. While this difficulty of deciding which private schools should receive aid may not be a reason for refusing to establish an aid program, it is a factor that cannot be overlooked and it was not ignored by the Policy Group.

The conclusion that direct state aid should not be given to private elementary and secondary schools must be distinguished from the Commission's position taken elsewhere in this report regarding the means for financing higher education. There, a voucher system is recommended, whereby students can attend the college or university of their choice, public or private, with the same amount of state assistance available to them regardless of their choice. While the voucher program does not directly aid private colleges and universities, it will make it possible for some students to choose to attend such institutions, and to that extent the institution will benefit. However, it was agreed at the outset of the study of private education that there are significant differences between private schools at the K-12 level and those of higher education; this was why the study of the two levels was split between two Task Units. Two of the differences cited were that (1) school attendance is compulsory at the K-12 level but not compulsory for higher education, and (2) there is less permeation and influence of religious values in private higher education. Accordingly, the public policy issue is not the same and different recommendations can, with consistency, be made.

Even though the Commission recommends against direct aid to private elementary and secondary schools, it has adopted several positive recommendations with respect to these schools.

Recommendation:

Categorical aids for ancillary services. The state, through the Regional Boards, should furnish categorical aids to the private schools on the same basis as they are presently provided to the public schools. These aids would include:

- -Driver Education
- -Psychological testing and counseling
- -Educational testing
- -Speech therapy
- -Remedial programs for pupils with special learning problems

This recommendation is made because it is felt that all children in the state should receive these services, and some schools cannot afford to furnish them. In the opinion of the Commission, these services do not constitute direct assistance to the schools, but are specifically directed to the welfare of the child and to society as a whole. Consideration must be given, of course, to a differing view by the courts, in the event of a constitutional objection.

In 1968-69 the private schools received federal and state aid in the total amount of more than $8 million for school bussing, school lunch programs, library books and programs for disadvantaged children. It is contemplated that these programs will be continued.

Recommendation:

Grants-in-aid for innovative programs. The legislature should appropriate funds for grants-in-aid for innovative programs and educational research, available to public and private schools. The Board of Elementary and Secondary Education should establish appropriate guidelines, administer these funds, and establish a system for evaluating the research that is done.

This recommendation is in harmony with one of the themes of this report, that innovative programs and research in education are necessary for progress. The recommendation is included at this point to emphasize that these grants should be available to private as well as public schools. Again, the possibility of a challenge on constitutional grounds must be raised.

Recommendation:

Shared time and released time programs. Shared time is sometimes described as a dual enrollment system. Students are principally enrolled at private schools, but take some of their courses at a nearby public school. They receive credit at both schools, and are graded on their achievements at both.

Released time, on the other hand, applies to students enrolled in public schools who are released from the school for a specified period (usually one hour a week) to attend classes in religion at a private school or church nearby. The program is optional with the parents of the students.

Shared time programs are presently being conducted in a number of school districts in Wisconsin. At least one of these programs is being challenged in the courts as this is written. Should the program be declared unconstitutional, it is our recommendation that a constitutional amendment be adopted permitting shared time.

During the 1969-70 session of the Legislature, a constitutional amendment received first passage (Assembly Joint Resolution 41), specifically authorizing released time programs in Wisconsin. We recommend that this amendment be given its second passage in the 1971 Legislative session, whereupon it will go to a vote of the people.

Modern management tools make it possible to incorporate a great deal more flexibility in the scheduling of classes and students in public and private schools. Where public and private K-12 institutions are within reasonable proximity of each other, the Commission believes there is no fundamental reason why students may not receive a portion of their education at each school. In short, there is no fundamental reason why public and private school students may not attend classes in home economics or shop, or make use of language laboratories or science laboratories. The cost of these programs is shared by the state through the present state aid formula.

To facilitate shared-time programs, the Regional Boards or the Board of Elementary and Secondary Education itself should be prepared to furnish advice and assistance for the establishment of shared-time programs, including assistance in curriculum planning, schedule coordination, adjustment in neighborhood school boundaries, and facilities planning. However, it is anticipated that most local school districts will be able to work out these problems with their private school neighbors. 72% of the responses to the Opinionnaire agreed with the concept of "removing barriers to shared or released time programs." Each community should decide for itself whether it wishes to adopt a program of this type.

Recommendation:

Special loan funds to be available to public school systems faced with sharp enrollment increases. If private school enrollments continue to decline, and private school closings continue, some school districts may be faced with a financial crisis. Buildings may have to be built and teachers hired. To help the school districts meet these problems, the establishment of two loan funds is recommended.

The first fund would be a capital fund, established to permit the school district to purchase or construct facilities. These loans should be repaid over a ten or twenty year period, or upon local issuance of bonds.

The second fund would be an operating fund, primarily for rapid staff increases, and would be repayable over a shorter period.

The interest paid by the borrowing school district on each type of loan should be set at the rate the state would have to pay to borrow the same amount, plus a small charge for administration of the loan.

The Board of Elementary and Secondary Education should prepare suitable regulations for the use of these funds, within guidelines established by the legislature.

SPECIAL EDUCATION

In Wisconsin, as in every other state, there are children who have special learning needs which the normal teaching system does not meet adequately. These children are the handicapped, the disadvantaged, and the gifted.

Handicapped children include those who suffer from crippling conditions, defective vision or hearing, speech handicaps, emotional disturbances, mental retardation, diseases which leave them homebound, or any of a group of disorders sometimes called specific learning disabilities.

Disadvantaged children suffer such harsh conditions as poverty, ethnic discrimination, parental neglect, and malnutrition. By the time they reach school some of them are permanently retarded, some can scarcely understand English, and others feel that academic studies are irrelevant to their lives.

Gifted children, those few with very high intelligence or exceptional talent, often find their progress hindered by a teaching system oriented toward normal children. As a result they suffer frustration or apathy.

When children with special learning needs are ignored, they often become disrupters in school and liabilities to society. Many never get into school and many more drop out early. Their lives and the contributions they might have made are wasted. Many become dependent on welfare, costing the locality and the state an average of $1,500 to $2,000 per year. Others, because of their inability to care for themselves, or because of antisocial behavior, including crime, are institutionalized at costs ranging from $5,500 to $14,000 per year. Add to this the tax revenues these people might have generated had they received adequate education, and we have some idea of the tangible costs of neglecting special learning needs.

How many children are we talking about? The number is hard to estimate, partly because data is scarce, partly because the number included is a matter of definition. The estimates which follow apply to the state as a whole, but percentages differ widely from one area to another within the state.

The Department of Public Instruction estimates that 150,000 or 15% of Wisconsin's school children are either handicapped or disadvantaged, or both. However, the Commission believes the number may be greater than 200,000 or 20%. The discrepancy is mainly due to different estimates of the number with specific learning disabilities and the number of disadvantaged.

Specific learning disabilities are thought to be caused by slight disorders in the central nervous system. The milder forms are quite hard to detect, but scientists and educators have recently cited them as the cause of

learning failures in many children previously labeled troublesome, willful, or lazy. The Department of Public Instruction estimates the size of this group at 2% of the school population, based on a nationwide estimate of the percentage of severe cases by the National Advisory Committee on Handicapped Child[illegible]. However, the Commission believes the number who actually need special help which regular teachers cannot yet provide is closer to 10%. This estimate is based on figures cited by special educators and organizations in this field, and figures cited in support of recent federal legislation.

The disadvantaged are presently estimated at 90,000 children or 9% of the child population. To count a child among the disadvantaged the family income must be $2,000 or less, or the family must be receiving Aid to Dependent Children. The Department of Public Instruction has pointed out that this income figure is quite low, and that other causes of disadvantage, such as discrimination or parental neglect, are not taken into account by this criterion. Therefore, the actual number of disadvantaged children probably is substantially higher.

Estimates of the number of gifted children needing enriched learning programs run about 5%, including both the talented and the highly intelligent.

Therefore, even allowing for a large overlap between the handicapped and the disadvantaged, the Commission believes that the number of children in Wisconsin who will need special education during their school years may exceed 250,000 or 25% of the total.

How well is Wisconsin meeting these problems? Although our programs in special education for the handicapped and disadvantaged are among the better ones in the country, their coverage is still far from complete, as the estimates on handicapped children from the Department of Public Instruction indicate in the table on the facing page.

Since the present federal criteria for counting a child among the disadvantaged are quite restrictive, and since not even all of those counted are served by special educational assistance, the Commission believes the fraction of truly disadvantaged children being served is also quite low.

A few of the wealthy school districts in the state have exemplary programs, including enriched education for the gifted, but their coverage is not a significant portion of the state. No programs for the gifted are aided by state funds.

In summary, although reasonable progress is being made toward serving the handicapped and disadvantaged children covered in present statutes, the Commission believes we have not yet reached the halfway mark in helping those children with special learning needs who <u>should</u> be served. Considering the cost associated with persons whose special educational needs have gone unserved, it is obvious that the state is allowing a heavy burden of welfare, institutional costs, and losses of tax revenue to accumulate.

What are the difficulties which prevent our present programs from reaching more children in need? The difficulties center on organization, manpower, and public support. There are rigid traditional relationships between federal, state, and local governments. Responsibility for action falls with varying emphasis on health, welfare, and education authorities. Criteria for use of different federal matching grant programs are not coordinated. State laws and guidelines prevent special education funds from being used where they are needed and could be effectively used.

Trained and qualified personnel with needed specialties are scarce; regular teachers do not always accord them the status they deserve. High-

Type of Handicap	Estimated Percentage of All Wisconsin Children	% of Handicapped Not Being Served
Mentally Retarded	2.3%	6%
Deaf/Hard of Hearing	0.57%	78%*
Blind/Sight Impaired	0.10%	56%*
Speech Impaired	3.5%	near zero
Physically Handicapped Multiply Handicapped Hospitalized	0.25%	48%*
Emotionally Disturbed	2%	93%
Specific Learning Disabilities	2%	95%
Homebound	no data	
TOTALS (Approximate)	11%	50%

* A number of these handicapped children are served in regular classes or through itinerant supportive services. Some wear hearing aids, use desk mangifiers, or use large print books.

er education institutions sometimes react so slowly in initiating new programs for special education personnel that a severe shortage appears in one field while we build toward a surplus in another. Shortages are compensated by provisional licensing of personnel with little training.

Since our state regulations are not mandatory, and since state funding is supportive only, the initiation and improvement of special education programs depends heavily on local support. But citizens, who are understandably

concerned with tax demands, are not aware of the losses incurred by unmet needs and thus do not support up-to-date educational programs.

A NEW APPROACH

Although the Commission supports the present plans of the Department of Public Instruction for improving services and coverage in the near future, it does not believe that an extension of the present system of special education will be an effective solution to the problem of special learning needs for the long term. In contrast with the past emphasis on special classes and residential institutions for school-age children with learning problems, the Commission recommends that the principal efforts in the future be concentrated on:

1) Early childhood programs with emphasis on prevention of learning handicaps through treatment and stimulation of children beginning at birth.

2) Integrating special education and regular education through individualized learning.

Early Childhood Programs

Eighty-five percent of the respondents to the Opinionnaire favored the establishment of a project setting goals of prevention, early identification, and treatment of learning problems in children. Early treatment of children with probable handicaps is the most humanitarian, and by far the most cost-effective method of dealing with special learning needs. This is especially true for disadvantaged children, some of whom suffer permanent mental retardation from the effects of a harsh environment in early childhood. In Milwaukee an experiment is now being conducted with a small number of children who had a statistically high risk of retardation. After four years of appropriate stimulation and challenge, along with proper care - all starting shortly after birth - these children have shown much higher measured intelligence than similar, untreated children, who are showing early signs of retardation. In comparison with this experiment, the results of Project Headstart programs have been unimpressive. There are many reasons for this, but one of them appears to be that age four is too late to begin.

For handicapped children, it has long been known that early therapy can prevent later troubles which can be overcome only at very high cost, if at all. Yet most poor children, especially those with mild handicaps which are difficult for parents to detect, are never seen by a doctor between the time they are born and the time they reach school, if then.

The principle of early stimulation in the formative years can as well be applied to gifted children, whose talents may be wasted if their parents are not shown how to nurture them.

In nearly all cases, the best and cheapest source of early stimulation for children is their own parents. But where special learning needs are involved the parents rarely know the most effective methods to use.

Thus, parent involvement and training should be a mainstay of a program aimed at these needs. Only when the parent is unable to provide what the child needs should the child be taken elsewhere for help, and then only with parental consent.

Integrating Special Education and Regular Education

For many years it has been said that the best system of teaching is one which treats each pupil in a truly individual way. Using new communication devices, programmed instruction, and teacher aides, this can be achieved by offering a wide choice of lessons and activities to each pupil at any time. As the pupil finishes one activity, his interests and needs are assessed by the teacher before they choose the next one. The lessons themselves contain choices which the pupil makes to adapt them to his own way of learning.

Group instruction can still be used in such a system, but only for those children who happen to have the same need and interest at the same time, not for those who happen to be the same age. The idea of a class proceeding as a unit through school is foreign to such a system. In fact, we should no more expect the same set of educational experiences to be adequate for two first-grade pupils than for two college seniors. If the first-graders could defend their rights as well as the seniors can, it is doubtful that we could continue to force the present system upon them.

At other points in this report the Commission proposes individualized learning for normal pupils. The contention here is that this same system is ideal for children with special learning needs. Because of its greater

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The legitimate goal of education is to assist each learner to become all that he is capable of being. The goal is not to force him to become something that he is not.

Kenneth S. Goodman

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variety and adaptability, the system can accept a greater variety of children. It requires only that some of the activity choices available be appropriate for the special needs of handicapped, disadvantaged, or gifted children, and that there be teachers who can help them make these choices. To be sure, not all of their needs are special. For example, a retarded child, as the term implies, needs many of the same experiences as a normal child, but at a later time.

The most important benefit of this approach is the provision of social and educational contact among all children, but with neither the unequal competition of the typical "class," where students have only their age in common, nor the abnormal environment of the "special education class"

which reinforces abnormal behavior.

Implementing this system calls for major, but long overdue changes in the regular teaching system. At present the trend among regular teachers is toward excluding from their classes those children who are somehow different. Rating teachers on class performance measures encourages this practice. Needless to say, the resulting homogeneity is bad for the normal pupils, too, since it creates an artificial social environment and encourages "mass" teaching methods and suppression of individual differences.

But there is no reason to suppose that regular teachers cannot or will not accept children with special needs. They must, however, be shown how these children can learn, and they must be provided with teacher aides and special devices and materials to help them use their time better. They must also have the encouragement of enlightened administrators and the advice of competent specialists, and they must have a part in designing the system they will teach in.

There will, of course, be some children whose handicaps are severe enough to warrant placing them in a special environment for a part of the time, and there will be a few who will need separate, institutional or residential care. Nevertheless, it is estimated that about two-thirds of the children with special learning needs could be served by appropriate processes in the regular school program. Most of the remaining third could be well served in the regular program if it were supplemented by part-time or short-term special education or therapy elsewhere. Only two percent of all children - less than one-tenth of those with special needs - would probably require completely separate education.

PROPOSED PILOT PROJECT

The Department of Public Instruction favors these two approaches to special learning needs, and it has already approved some programs which tend in this direction. But the Department is also aware of considerable changes in public support, manpower skills, organization, and funding which must be made to shift from the present system to the desired one.

The Commission believes the requirements and potential cost savings of a statewide program of this kind should first be determined through a pilot project. On June 3, 1970 the Governor, on the basis of this Commission's preliminary report, appointed a citizens group, called the Governor's Committee on Special Learning, to plan and seek funding for such a project in Wisconsin. On September 4, 1970, the Board on Government Operations appropriated $17,000 for staff services to the Committee, which will soon select one or more sites for project.

Thus far, the Committee has established the following criteria concerning the area where the project will be carried out:

> The pilot area should contain a fair representation of the problems and resources which exist elsewhere in the state.
>
> Since no single site meets this criterion, more than one site may be selected.

The pilot area should be a total community, small enough to make the project workable, yet large enough to place realistic strains on local resources and manpower skills

The project should aim toward a system of child development which the pilot community, with normal state and federal aids, can sustain when the project is ended.

The Committee will obtain the services of experts to design methods for use in the project. The way these methods are implemented will be determined by citizens, physicians, health and welfare workers, and educators from the pilot community, in cooperation with the experts, the Committee, and state officials.

Based on initial considerations, these are some of the features that might be included in the project:

A complete, confidential children's registry to provide accountability for each child's progress and to provide a basis for planning, but with safeguards against misuse of information.

Medical and psychological examinations early in life for all children, to diagnose handicaps when they can be more easily corrected.

Early childhood stimulation and therapy for children with potential learning problems, and early enrichment for gifted children, using the children's own parents whenever possible.

Teams of specialists - doctors, psychologists, educators, health and social workers - working together to prescribe a program for the development of each handicapped, disadvantaged, or gifted child.

The results of the project should include:

Sharper definitions of special learning needs, and better estimates of their prevalence and corrective costs.

Model child development systems for other communities in the state.

Methods for extending the effectiveness of scarce manpower.

Methods of assuring that each child receives the services he needs without his parents having to contend with complex bureaucratic requirements.

A suggested system of state financial aid for child development.

The following recommendations of the Commission are designed to reinforce the present efforts of the Department of Public Instruction and to begin preparations for implementing the results of the pilot project.

Recommendations:

Current services and funding for disadvantaged and handicapped children should continue for the present.

The state should continue its counsel and cooperation with the planning and implementation of the pilot program of the Governor's Committee on Special Learning.

The legislature should enact a new state policy for services to children with special learning needs which provides direct incentives for:

a) diagnosis and treatment in early childhood to prevent later learning handicaps;

b) special educational services designed to be given without depriving children of social contact with their normal classmates.

The Department of Public Instruction, with the cooperation of the institutions which train educational personnel, should be authorized and funded to carry out programs aimed at (1) overcoming the manpower shortages in certain areas of special education, particularly those of specific learning disabilities, emotional handicaps, early childhood education, and education of the gifted, and (2) preparing regular teachers to accommodate individual differences among their pupils and to make their teaching appropriate to the pupils' ethnic and cultural backgrounds. At the same time, all training which pertains to special education should be examined for relevance and efficiency with respect to the policy of providing educational experiences as part of the normal school environment.

The programs should include:

a) surveys of present and projected needs for special education manpower, and of the particular specialties needed.

b) in-service training of present teachers to help them recognize and deal with problems caused by handicaps and disadvantages.

c) revision of certification standards for regular

teachers, to assure that they will have sufficient experience with learning handicaps to enable them to operate under the revised state policy for special education.

d) revision of certification standards for special education teachers to meet future needs.

e) recruitment of new teacher trainees in various specialties sufficient to meet the projected needs indicated by the survey.

f) pre-screening and education of these trainees to assure that they meet the new standards.

g) training and use of aides and volunteers in special education services.

A public information program should be funded under the direction of the Department of Public Instruction to update citizen understanding of what now can be done to help all children to reach their potentials. This program would have the objectives of:

a) motivating teachers to learn how to understand and teach children with special learning needs.

b) helping parents to recognize handicaps or special needs in their children and to seek proper treatment when needed.

c) educating taxpayers and school board members to the need and wisdom of investment in special education, and to the state and federal support available for such programs.

Finally, the Commission's study of special education needs prompts recommendations encouraging earlier education for all children, a follow-through counseling program for children with learning disabilities after they have left school, and a counseling service for families throughout the state, as follows:

Recommendation:

State school aids should be extended to public four-year-old kindergartens and school attendance should be required of children beginning at age five, rather than seven as is now the case.

Counseling should be made available to persons with learning disabilities even after they have left the school system.

The Department of Health and Social Services should work with county officials to see that counseling is conveniently available to every family in the state, especially to disadvantaged families, on: prenatal care and child care; family planning; health and nutrition; prevention, identification, and understanding of handicaps; and the social, psychological, medical, and educational services available to families from various agencies.

PROGRAM RENEWAL

To maintain a responsive educational system, it is necessary to build into it a dependable capacity for change. In addition to legislative and structural recommendations, the Commission's task forces proposed a number of advisory recommendations to help educational institutions develop new means of self-renewal. Four examples are outlined in this section - dealing with teacher education, counseling and guidance, individualized instruction, and community-student involvement.

Teacher Education

Schools and colleges of education, almost by definition, should provide the most integral and creative of all higher learning. It is a paradox that, at a time when the teaching process is becoming more complex, the training of teachers as a prime function of the educational system has lost visibility. Teachers colleges have been disappearing, and in their place are universities which are concerned with other missions. Many of these missions may appear more exciting, but none is more vital or more

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Education should prepare people not just to earn a living but to live a life - a creative, humane, and sensitive life. This means that the schools must provide a liberal, humanizing education. And the purpose of liberal education must be, and indeed always has been, to educate educators - to turn out men and women who are capable of educating their families, their friends, their communities, and most importantly, themselves.

Charles E. Silberman

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potentially rewarding than the basic one of developing competent, qualified, dedicated teachers.

Eighty-four of the respondents to the Opinionnaire, many of whom were teachers themselves, favored "a major overhaul" of teacher education and retraining programs, including substantive revision of certification processes.

The Commission believes that upgrading teacher education as a program and as a profession is vital to assure the kinds of teachers, counselors, and administrators that the future will surely require. Specifically, the Commission directs attention to surveying statewide needs for teachers, screening candidates for teaching degrees, evaluating early performance of teachers, and providing in-service retraining and other modes of professionalizing the teacher's role in the system.

Recommendation:

The State Education Board and such governing boards as it deems relevant should give early consideration to the following proposals:

Establish a continuing survey of teacher supply and demand, with particular attention to needs in vocational education, special education, counseling, administration, and teaching technology;

Develop specific missions within state higher education institutions to meet demonstrable needs;

Establish guidelines for more rigorous screening before students are admitted to candidacy for teacher training; also require both clinical experience early in the training program and a full semester of on-the-job internship before students may receive teaching certificates;

Establish a moderately extended probationary period before the granting of life certificates, the period to be devoted particularly to setting a pattern that will characterize the teacher's entire professional career of in-service training and exposure to new technologies;

Develop new means of rewarding excellence and encouraging professionalism through alternative salary schedules, differentiated staffing, and the employment of paraprofessional aides.

Counseling and Guidance

If there has been a single proposal that has recurred in each task force and been widely endorsed by student participants, it has been for strengthened counseling and guidance. Throughout this report, the Commission recommends structures to help extend counseling services throughout the system, but, as in teacher education, greater visibility is necessary. An actual network of career guidance and personal counseling is essential if Wisconsin students are to obtain educational experience that will keep up with their needs and changing capabilities.

A particularly vital need is for counseling of students not bound toward four-year college programs. In a survey conducted by one task force, 21 teams of trained volunteers visited 16 Wisconsin communities. The results of the survey show that parents urged more attention be given to work preparation for secondary students; parents also supported emphasis on guidance toward post-secondary vocational and technical education. The Commission proposes that the public education system respond swiftly to this demonstrable need.

Recommendation:

The State Education Board should institute a statewide information and counseling program in order to:

Inform students of the new opportunities for post-secondary education made possible by programs which offset limited ability to pay (See Higher Education Opportunity Program, pp. 41-51);

Find students in the early years of high school whom these programs will affect and guide them toward courses which will prepare them for post-secondary education;

Guide students who plan to leave the educational system toward courses which give them skills known to be presently marketable in their area;

Monitor the job market and the plans of industry to inform counselors and curriculum planners of the skills which are marketable.

The task forces also proposed several changes in curriculum which would increase the schools' sensitivity to the vocational aims of many students.

Recommendation:

The State Board for Elementary and Secondary Education should establish administrative programs to:

Encourage and assist the elementary schools in making education for employment an integral part of the learning experience of all pupils, since knowledge of the world of work is central to self-fulfillment and effective contribution to society;

Organize secondary schools as comprehensive schools without separate vocational tracks;

Develop and expand cooperative education programs, as recommended in the section on Regional Boards;

Offer a "capstone" course in arts, humanities, and contemporary problems in the secondary schools. This would be designed to conclude the student's secondary education. It would be scheduled in the senior year as a core course, replacing traditional senior classes in English, social studies, art and music. Staff members would be assigned whose chief concern would be to bring course content in these disciplines to bear on contemporary problems on the local, national and international levels.

Individualized Instruction

A goal of individualized instruction in elementary and secondary education emerged from several task force reports, which expressed strong concern about the nature of opportunity and choice which the current

system provides. The concept of personalized learning is seen not as a tutoring system but as one where the activity each student pursues has been chosen as the most appropriate for his needs at a particular time, whether a group or individual activity. Individualized learning environments should promote self-confidence and self-respect among all students and cultivate respect for differences between them.

A system of individualized instruction would allow students continually to renew their own educational program by recognizing that every student seeks to accommodate his special needs. It also would provide opportunities for continual renewal of teacher-pupil relationships.

Recommendation:

The State Board for Elementary and Secondary Education should advance the goals of individualized instruction programs by setting guidelines for:

Differentiated staffing - the use of personnel with differing teaching functions, levels of responsibility, and salaries. (i.e., master teachers, lab assistants, teacher aides, teaching interns and media specialists);

Flexible scheduling - methods that permit assignment of activities to varied time periods and changes in these assignments on short notice to suit students' needs and unique features in the learning process;

Flexible resources - spaces and facilities for varied activities by individuals and small and large groups.

Community and Student Involvement

Much of the disaffection students feel toward their own education is related to their need for greater self-determination. Their progress is measured by time served, grades, credits, and diplomas rather than by knowledge, skill and sensitivity to their own education. Students who have lived within the system for 12 to 20 years can certainly make constructive contributions to its renewal.

Constructive participation, also, by parents, teachers, and the community is vital to enable schools to identify and respond to people's urgent concerns. University Boards of Regents and administrations also must make more effective use of campus councils composed of students, faculty and citizens to avoid the polarizations of popular dissatisfaction and student unrest.

Particularly in higher education, it is time to share greater responsibility for decision making among all those affected by administrative and civic decisions, and to treat students as adults.

Recommendation:

The doctrine of *in loco parentis* should be abandoned at the higher education level.

The idea that a university serves as a parent is no longer acceptable either to students or to university administration. While the university is a community within a community, students should be treated in non-academic affairs on the same basis as other members of the larger community. This transition of student life to full community citizenship should not occur without careful examination on each campus, but it should be studied by the administration and students to delineate areas of mutual governance.

Recommendation:

The Boards of Regents for all state public higher education systems should establish advisory Campus Councils to assist the presidents of all institutions in studying matters of local development and operation and in articulating campus-community needs.

A Campus Council would aid the institution in its efforts to gain public understanding and support from alumni, the legislature, the local community, and the citizens of the state. It should also have the necessary authority to request, through the president, the required administration, faculty, and student assistance to effectively carry out its responsibilities.

The university has been too concerned with reforming society at large, and failed miserably to institute long-overdue reforms within its own ranks. The major casualty in this unfortunate situation is the university administrator, particularly the president. With no point of reference for his decisions, the president increasingly finds himself moving from crisis to crisis.

Billy O. Wireman

The Councils should consist of nine, twelve, or fifteen members, with equal representation from students, faculty, and citizens. Faculty members should be elected by the faculty for staggered three year terms. Citizen members should be recommended by the president of the institution and appointed by the Board of Regents for staggered five year terms and should serve no more than two consecutive complete terms. Student members should be elected annually by the student body, with one student appointed by the president.

Student members of the Commission also proposed a student advisory committee to work directly with citizen policy groups at the highest levels, to accept and share the highest available responsibility.

Recommendation:

The State Education Board should ensure student participation in its deliberations by creating a student advisory committee composed of three student members from each of the various student bodies, public and private, within the state: secondary, technical, and higher education. The advisory committee would direct its attention to such concerns as:

Student evaluation of instruction, course requirements, grading systems;

Financial aids, living conditions, food services, facility uses;

Uniform transferability of credit within and between systems;

Campus security policies, particularly regarding student cooperation in protection of campus property; and,

Methods of utilizing the full calendar year for the educational program.

The advisory committee to the State Education Board should also consider hosting a semi-annual caucus of students, administrators, faculty, and concerned citizens from all systems of education to discuss emerging problems and goals in education.

APPENDIX

Board Descriptions

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The powers and duties enumerated for the various Boards on these pages are illustrative only, and are not intended as a comprehensive listing of the functions of the Boards.

For further information, refer to the chapter on Governing Boards, as well as individual chapters on some of the above Boards.

STATE EDUCATION BOARD

MEMBERSHIP - Fifteen members appointed by Governor with confirmation by State Senate.

QUALIFICATIONS - Knowledgeability about and interest in public policy in education with disposition to consider the needs of all Wisconsin citizens for education of all levels and types. No member would be named as a representative of any special citizen group or any part of the educational system. As a whole, the Board should have membership which is demonstrably sensitive to the educational needs of all segments of Wisconsin's public.

TERM - Seven years, with overlapping terms. No person may serve more than two consecutive full terms. The first board shall consist of the following: 3 members appointed for terms of seven years; 2 for six years; 2 for five years; 2 for four years; 2 for three years; 2 for two years; 2 for one year. Thereafter, appointments shall be for full terms.

POWERS AND DUTIES -

GENERAL: To serve as the educational agency of the state that has authority to determine the continuing needs of Wisconsin citizens for educational programs, facilities, and services of all types and levels from early childhood through adult life; to recommend plans, policies, and legislation designed to respond to established needs; to provide broad policy direction to educational institutions and agencies; and to perform such other duties as may be assigned to it by the legislature for the planning, development, and evaluation of the State's educational system.

SPECIFIC:

1. To request and receive from all public educational institutions and agencies, information, data and counsel required for planning, policy-formulation and evaluation of the State's educational programs.

2. To establish policies and procedures for preparation and analysis of budgets of educational institutions and agencies seeking state appropriations.

3. To allocate and audit the expenditures of state appropriations to educational institutions and agencies.

4. To serve as the State agency which coordinates, receives, and supervises the expenditure of Federal funds allocated to the State for educational purposes, or designate an agency or agencies which shall do so.

5. To initiate and encourage research and development projects designed to improve educational practice and management.

6. To assess the contributions of private educational institutions and enterprises to effect desirable cooperative measures between them and public institutions.

7. To provide the Governor and the Legislature with information and counsel on legislative proposals, administrative policies, or other events or actions which affect educational programs of the State, and to submit a biennial report on the "State of Education" to the Governor and the Legislature.

8. a. To employ an executive director and technical staff, with an operating budget adequate for the accomplishment of the responsibilities of the Board.

   b. To establish advisory councils, to draw on staff from other boards, and employ consultants for temporary service.

BOARD FOR ELEMENTARY AND SECONDARY EDUCATION

MEMBERSHIP - One elected by citizens of each of the 10 Congressional districts.

QUALIFICATIONS - No specific requirement. No restriction. Left to judgment of electorate.

TERM - Five years. No person may serve more than two consecutive full terms. (Terms of members of the initial board would be determined by lot, with 2 districts electing a member for one year, 2 for two years, 2 for three years, 2 for four years, and 2 for five years. In each succeeding election, terms will be for 5 years.) All elections will be non-partisan and held at the regular spring election, with the procedures for nomination papers and primary elections following the procedures of other spring election offices.

POWERS AND DUTIES -

GENERAL: To provide broad policy direction to elementary and secondary education; to represent to the State Education Board the needs and interests of public schools, and to make recommendations according to policies, plans, procedures established by the State Education Board for the state - planning and evaluation of the public school system as a whole.

SPECIFIC:

1. To assume general supervisory responsibility for the performance of duties and functions presently assigned by Wisconsin Statutes to the State Superintendent of Public Instruction and his department.

2. To recommend, receive, and disburse State appropriations for elementary and secondary schools of Wisconsin under policies, plans, and procedures established by the State Education Board.

3. To establish plans, policies and procedures for:

   a. administration of laws applicable to private school programs;

   b. relationships between public and private educational agencies;

   c. negotiation of disputes between school districts;

d. development of standards for special education programs;

e. evaluation and assessment of the performance of the public school system;

f. improvement of educational services and management through regional boards.

4. To delegate such powers and duties to the Regional Boards as it deems appropriate.

5. To employ an executive director and staff with resources adequate for the responsibilities of the Board. The executive director shall be the present State Superintendent of Public Instruction. The present Department of Public Instruction will become staff to this board.

REGIONAL BOARDS

MEMBERSHIP - Each of the eight Regional Boards will have eleven members, selected as follows:

- Eight members will be elected by the school boards of the district, in the manner prescribed for the CESA Boards (which Regional Boards will replace) under Wis. Stats. 116.02.

- One will be elected by the local boards for Wisconsin Technical Colleges located in the region.

- One will be elected at a caucus of the administrative heads of the institutions of higher education located in the region.

- One will be appointed by the State Board of Elementary and Secondary Education.

TERM - Three year overlapping terms. On the initial board, 2 of the members elected by the school boards shall be elected for one year, 3 for two years, and 3 for three years; the member elected by the technical colleges shall be elected for one year; the member elected by the other institutions of higher learning shall be elected for two years; and the member appointed by the State Board for Elementary and Secondary Education shall be appointed for three years. Thereafter, all members shall be elected (or appointed, in the case of the appointment by the State Board) for full three year terms. No member shall be elected or appointed for more than three successive three year terms.

QUALIFICATIONS - Must be a voter in the region he or she is to represent.

POWERS AND DUTIES -

GENERAL: To provide a means for voluntary participation by local school boards in shared personnel and services; to effect economies in educational and business management; and to meet individual needs of regions of the state through decentralized state functions and activities.

SPECIFIC:

1. To encourage and assist programs of curriculum planning and instructional improvement.

2. To develop procedures and plans for evaluation of learning results.

3. To develop, through cooperative action, policies and procedures for improved business management, including areas of purchasing, warehousing, data-processing, food services, transportation, and to employ specialists in these fields who may serve more than one region.

4. To manage those responsibilities which the Board for Elementary and Secondary Education delegates to the Regional Boards, such as special education or other areas, under a budget provided by the state.

5. To encourage and assist the schools and colleges of the region in articulated curriculum planning and admissions procedures.

OPEN EDUCATION BOARD

MEMBERSHIP - Eleven members. Each of the four other governing boards will appoint one of its own members or an alternate to serve on the Open Education Board (i.e. one from Board for Elementary and Secondary Education, Board of Regents of Wisconsin Technical Colleges, Board of Regents of Wisconsin State Universities, Board of Regents of the University of Wisconsin). Seven members will be appointed by the Governor, with confirmation by the State Senate, to represent such interests as private education, business and industry, libraries, commercial broadcasting, labor, students.

QUALIFICATIONS - Determined by appointing authorities.

TERM - Seven years. (Initial membership to be appointed 2 for seven years, 2 for six, 2 for five, 2 for four, 1 for three, 1 for two, 1 for one.) No member may serve more than two consecutive full terms.

POWERS AND DUTIES -

GENERAL: To serve as the primary resource for coordinating, testing, and delivering those academic and communications programs whose integrated, mutual development will be of greatest educational and economic benefit to the state.

SPECIFIC:

1. Establish and develop a Learning Resources Center for coordinating and organizing those extension services of such institutional programs as will be applicable to development and delivery through an Open Education System in which:

   a. primary institutional participation in this center will be allocated by or contracted from University of Wisconsin, University Extension, Wisconsin Technical Colleges, Wisconsin State Universities, Department of Public Instruction, and Wisconsin Library Association; and

   b. additional participation will be provided from private education, business and industrial training, commercial enterprises, and others.

2. Establish and develop a Communications Resources Center to coordinate and organize those communications and media resources formerly assigned by statute to the Educational Communications Board and those additional resources available to statewide programs of the Open Education System in such a way as to:

   a. ensure educational institutions will cooperate in making full and effective use of existing technologies and equipment; and,

   b. enable all institutions, agencies, and enterprises interested in new educational and communications technologies to avoid duplication through orderly and economical planning in testing and acquisition.

3. Establish an Open School to serve as the program development and delivery unit of the Open Education System in such a way as to:

   a. draw upon all available public and private educational and communications resources;

   b. provide a balanced curriculum of credit and non-credit programs to learners not served by conventional educational institutions; and,

   c. provide its programs in homes, on the job, throughout the state, particularly where access to conventional educational programs is inadequate or economically unfeasible.

4. Employ an executive director and staff adequate for accomplishment of responsibilities.

WISCONSIN TECHNICAL COLLEGES
BOARD OF REGENTS

MEMBERSHIP - Eleven members. Appointed by Governor with confirmation by State Senate. Assumes state-financed system.

QUALIFICATIONS - Initially, some members of the State Board of Vocational-Technical and Adult Education would serve as part of this board. The total membership shall consist of 3 employers, 3 employees, and 5 members at large.

TERM - Seven years. Initial board: 2 for seven years; 2 for six years; 2 for five years; 2 for four years; and one each for three, two, and one year terms. Thereafter, appointments shall be for full terms.

POWERS AND DUTIES -

GENERAL: To provide broad policy direction to the Wisconsin Technical Colleges system; to make policy recommendations to the State Education Board in behalf of vocational-technical education, and to govern the system of Wisconsin Technical Colleges under policies and procedures established by the State Education Board.

SPECIFIC:

1. To develop criteria for the establishment of Wisconsin Technical Colleges, their location, and their programs.

2. To preserve and promote effective apprenticeship programs.

3. To authorize and award diplomas, certificates, and degrees to graduates of its programs.

4. To prepare a single budget for the Wisconsin Technical Colleges system and administer state, federal and other funds allocated to that system, under plans, procedures and policies established by the State Education Board.

5. To encourage and assist the Wisconsin Technical Colleges of each region in the coordination of its activities with other schools and colleges in its region, and with other educational agencies of the state.

6. To appoint an executive director and technical staff, with resources adequate for the responsibilities of the Regents of the Wisconsin Technical Colleges.

7. To ratify nominations for the director of each Technical College.

8. To review for approval program proposals submitted by local boards.

UNIVERSITY OF WISCONSIN
BOARD OF REGENTS

MEMBERSHIP - No change.

QUALIFICATIONS - No change.

TERM - Seven years for all future appointments. No member may serve more than two consecutive full terms.

POWERS AND DUTIES -

GENERAL: The Board retains all present powers and duties for internal administration and general operation of the system. Functions related to overall state planning, including definition of objectives, program development, preparation and presentation of budgets will be exercised under plans, policies, and procedures established by the State Education Board for the total educational system.

WISCONSIN STATE UNIVERSITIES
BOARD OF REGENTS

MEMBERSHIP - No change.

QUALIFICATIONS - No change. However, the Commission urges that future appointments represent the state at large rather than a specific institution or community or area in which a university is located.

TERM - Seven years, no member serving more than two consecutive full terms.

POWERS AND DUTIES -

GENERAL: The Board retains all present powers and duties for internal administration and general operation of the system. Functions related to overall state planning; including definition of objectives, program development, preparation and presentation of budgets, will be exercised under plans, policies and procedures established by the State Education Board for the total educational system.

HIGHER EDUCATIONAL AIDS BOARD

MEMBERSHIP - Fifteen members appointed by the Governor and confirmed by the State Senate.

- Five of the members shall be nominated by the State Education Board.

- Five of the members shall be nominated by the Wisconsin Association of Independent Colleges and Universities (WAICU).

- Five of the members shall be appointed directly by the Governor.

QUALIFICATIONS - No change.

TERM - Seven years, with overlapping terms. No person may serve more than two consecutive full terms. The first Board appointed after the passage of this legislation shall be nominated as shown above for the terms indicated on the chart below:

	Years of First Term						
	1	2	3	4	5	6	7
WAICU	x	x	x	x	x		
SEB		x	x	x	x	x	
Governor			x	x	x	x	x

POWERS AND DUTIES -

No change, except that the present powers and duties of the Board as defined in Section 39.28 shall be exercised under the supervisory authority of the State Education Board.

Financial Considerations

The purpose of this section is to indicate the scope of additional investments in education as well as opportunities for economies in the more important areas of the Commission's recommendations. One of the features of the recommended organizational changes is that in those cases where new investments or programs do not produce desired results, prompt action can and should be taken to eliminate these added costs.

The comprehensive nature of these efforts does not permit the assumption that the changes will be implemented in any one biennium. The report, however, does present guidelines for the consideration by the Governor and the legislature as they consider the new budget.

In addition, the timing of the implementation of each item will depend on the judgment of the legislature and the attitude of the public.

It is impractical, therefore, to forecast a total figure, but rather to indicate our best estimate of the incremental changes in costs for the programs currently funded and the costs for entirely new programs proposed by the Commission.

State Education Board

The State Education Board is charged with critically important duties and responsibilities. It can move Wisconsin toward the twin goals of educational effectiveness and economic efficiency both swiftly and decisively if it is provided a staff of persons whose professional qualifications fit them for service at the top levels of educational administration.

The Commission believes that an appropriate biennial operating budget for the State Education Board, overseeing and coordinating all education in Wisconsin, should be provided at approximately $900,000.

The full amount would not be used in the first biennium since the Board would not become operative until some months after the biennium began. The amount would be offset further by absorbing the budget of the Coordinating Council for Higher Education, which was $600,000 in the last biennium, and is requested at $832,000 for 1971-73.

Regional Boards

The Commission believes that eight well-funded Regional Boards will be more effective and more economical in the long run than 19 under-funded CESA agencies. Each agency is presently funded at $29,000 per year, and is requesting an increase to $39,000 per year. The Commission proposes instead to fund each Regional Board at $200,000 and give them an opportunity to provide more service to the local school districts. This would require $859,000 per year more than requested by the 19 CESAs.

The potential for savings would seem to be well worth the additional expense. For example, the total cost for insurance premiums, transportation, food service, purchasing, building site maintenance and rentals approach $510 million in 1970-71. Just a one percent reduction through better management techniques would save $5 million per year.

Vocational-Technical

To insure the development of a high quality vocational-technical college system, the Commission recommends that the state assume responsibility for the financing of the vocational-technical system, the same as the state supports other post-secondary education. This change transfers the authority for expansion and development of a more comprehensive technical education from local control to the state. The expected cost of the vocational-technical system in the next biennium is $82 million. Under present financing arrangements, two-thirds of this cost will be paid by localities and the other one-third will be paid by the state. Under the Commission's proposal, the state would pay the full $82 million, and localities would be provided $55 million in property tax relief.

Open Education

Assuming the legislature will recognize the importance of early action in developing a system of open education, the Commission recommends a careful phasing in of the total program.

Initial costs will be minimal, and the Commission believes that the staff of the Learning Resources Center and the Communications Resources Center will need no more than $64,000 to develop the program envisioned by the Commission.

Once the plan is developed, it is estimated that the hardware or media delivery system commensurate with the identified program will cost $130,000 per year and the software, or Learning Resource Center, will cost $250,000 annually. The Commission believes that most of this latter amount can be reallocated from existing systems to support this new system, including absorption of the operating budget and responsibilities of the Educational Communications Board.

The updated and extended communication delivery system will have to be developed and a capital outlay of $6.5 million will be needed by the 1973-75 biennium. These costs may be decreased to the extent that the State Building Commission appropriates funds for this purpose during the 1971-73 biennium. This will be a non-recurring cost.

Financing Public Elementary and Secondary Education

Currently, state aids to public elementary and secondary schools average 30% of local school district net operational costs. During 1969-71, these aids amounted to $422 million.

The Department of Public Instruction has requested $535 million for 1971-73. This figure, however, does not represent an increase above the 30% level.

In recommending an increase in state support to 40% of local district operational costs, the Commission estimates a total biennial cost of $675 million. The additional state assumption of cost will provide a corresponding reduction in property taxes for the individual citizens of the state.

Financing Undergraduate Education

The Higher Education Opportunity Program (HEOP) is designed to expand post-secondary educational opportunities for Wisconsin high school graduates and to widen the range of opportunities open to them by reducing the financial barriers to college attendance.

HEOP has been designed by the Commission to have a minimal impact on the state budget. On the assumption that the state assumes responsibility for funding of the Vocational-Technical College system, the cost of HEOP, over and above present expenditures for undergraduate education in Wisconsin, will amount to no more than $10 million. These added outlays will result because of the enrollment of several thousand students who, without HEOP, would be unable to finance the cost of college. While HEOP will not completely eliminate the financial barriers to college attendance, the program marks an important step in reducing these barriers and in shifting to the direct financing of students rather than institutions.

Financing Graduate Education

To further the advanced professional and graduate training of Wisconsin residents, the Commission recommends a program of direct grants to eligible students in their second and third year of post-graduate work. The program would be open only to people enrolled in critical fields and in approved programs. The cost of this program is estimated at approximately $4 million per year.

Private Elementary and Secondary Education

Presently, the state does not count students enrolled in shared time programs in the calculation of state aids. The Commission recommends that state aid be made available to school districts providing shared time programs based on the proposed Commission state aid formula of forty percent.

Assuming that 40,000 of the private school students participate in shared time programs, and that initially this would amount to 4,000 full time equivalent students for aid purposes, the additional aid cost in the next biennium would be $2.9 million.

In addition, $2 million should be appropriated to extend certain categorical aids to private schools as well as provide funding for experimental programming as recommended in the report.

Special Education

The major portion of the recommendations on special education for the handicapped, disadvantaged and gifted are involved in the pilot project

to be sponsored by the Task Force on Learning Disabilities and involve no additional state funds.

There are, however, recommendations for improvements or innovations in current programs which will require additional appropriations. These include a manpower development and retraining program for teachers in the field of special education conducted by the Department of Public Instruction (Board of Elementary and Secondary Education) estimated to cost $110,000 for the biennium. Another $50,000 should be appropriated for an information program for the purpose of communicating to teachers, parents and taxpayers the special education needs of the state.

The recommendations that the state provide school aids for four-year-old kindergartens and that the age for compulsory attendance be reduced from age seven to age five depend upon too many variables - including 1970 census and district enrollment data - to provide reliable estimates at this time.

Elementary and Secondary Financing Details

TABLES

The three tables which follow relate to that section of the text entitled "Financing Public Elementary and Secondary Education," pp. 33-40.

Table A illustrates the point made on page 35 and the recommendation on page 37, "The school aid formula should be based upon income within a school district as well as property values." In the Table, 20 school districts which have coterminous boundaries with muncipalities have been selected. The wide variance in income as a percentage of property value suggests the need for a change in the school aid formula.

Table B touches on the same point, but compares the total school levy with income by county. Here the variance is not as wide, with a few exceptions.

Table C lists the districts which would continue to be flat aid districts under the Commission's proposed formula, and the amounts they would receive. (See pp. 37-38.)

TABLE A - SELECTED DATA FOR SCHOOL DISTRICTS THAT ARE COTERMINOUS WITH ONE OR MORE MUNICIPALITIES - 1968-69 SCHOOL YEAR

County	School District	1967 Property Full Value	1968 Adjusted Gross Income	Income as a Percentage of Property Value
Brown	Ashwaubenon	$ 106,945,400	$ 18,846,200	17.6%
Door	Washington Island	5,085,800	927,700	18.2
Douglas	Superior	144,039,500	87,185,200	60.5
Florence	Florence	18,145,700	5,241,700	28.9
Iron	Mercer	8,805,700	2,226,400	25.3
Milwaukee	Brown Deer	73,858,000	36,724,300	49.7
	Cudahy	184,340,400	65,790,000	35.7
	Greendale	70,289,300	45,685,600	65.0
	Milwaukee	4,350,087,300	2,179,588,600	50.0
	Saint Francis	47,567,200	24,910,900	52.4
	Shorewood	115,621,600	83,281,000	72.0
	South Milwaukee	138,307,300	69,210,800	50.0
	Wauwatosa	560,412,800	237,835,000	42.4
	Whitefish Bay	141,983,500	110,537,200	77.8
Vilas	No. 1 Conover	8,969,400	1,076,300	12.0
	No. 1 Flambeau	22,563,800	2,088,200	9.3
	No. 1 Land O'Lakes	14,730,400	1,562,200	10.6
	Phelps U.H.S.	11,008,500	1,465,900	13.3
	No. 1 Phelps	11,008,500	1,465,900	13.3
	No. 1 Plum Lake	7,021,000	781,500	11.1

Source - Wisconsin Department of Revenue

TABLE B - 1968 SCHOOL LEVIES AND

ADJUSTED GROSS INCOME - BY COUNTY

	Total Levy	Adjusted Gross Income	School Levy as % of Income
ADAMS	699,204	14,604,381	4.79%
ASHLAND	745,075	32,756,599	2.27
BARRON	2,715,415	66,324,892	4.09
BAYFIELD	886,470	20,016,299	4.43
BROWN	9,628,873	395,897,701	2.43
BUFFALO	1,167,366	25,854,063	4.52
BURNETT-	749,113	14,759,625	5.08
CALUMET	2,287,952	61,306,807	3.73
CHIPPEWA	2,869,550	97,762,337	2.94
CLARK	2,236,710	53,949,185	4.15
COLUMBIA	3,879,606	98,576,494	3.94
CRAWFORD	1,068.238	26,363,141	4.05
DANE	23,677,860	851,065,469	2.78
DODGE	6,235,673	169,242,894	3.68
DOOR	2,123,682	45,273,531	4.69
DOUGLAS	1,621,786	99,488,310	1.63
DUNN	2,044,010	51,458,546	3.97
EAU CLAIRE	4,392,525	172,582,070	2.55
FLORENCE	231,095	5,241,779	4.41
FOND DU LAC	6,841,211	212,277,228	3.22
FOREST	430,340	11,360,742	3.79
GRANT	4,232,992	91,122,327	4.65
GREEN	3,205,559	70,033,015	4.58
GREEN LAKE	1,671,861	41,986,420	3.98
IOWA	2,148,219	36,979,244	5.81
IRON	366,553	12,009,983	3.05
JACKSON	974,392	27,701,361	3.52
JEFFERSON	5,439,244	147,302,919	3.69
JUNEAU	1,135,901	36,286,031	3.13
KENOSHA	10,745,053	307,684,397	3.49
KEWAUNEE	1,483,373	41,146,912	3.61
LA CROSSE	4,096,879	199,762,877	2.05
LaFAYETTE	2,226,481	33,981,098	6.55
LANGLADE	1,081,784	32,798,184	3.30
LINCOLN	1,320,364	48,926,095	2.70
MANITOWOC	5,138,278	205,085,386	2.51
MARATHON	7,352,639	229,141,309	3.21
MARINETTE	1,806,756	72,006,147	2.51
MARQUETTE	785,683	16,216,821	4.84
MILWAUKEE	68,076,570	3,451,914,851	1.97
MONROE	2,051,311	61,876,366	3.32
OCONTO	1,896,411	45,178,669	4.20
ONEIDA	2,087,941	53,059,648	3.94
OUTAGAMIE	8,156,198	307,953,932	2.65
OZAUKEE	6,586,117	181,680,609	3.63

School Levies - continued

	Total Levy	Adjusted Gross Income	School Levy as % of Income
PEPIN	585,251	13,133,150	4.46
PIERCE	2,239,467	51,211,747	4.37
POLK	2,432,475	51,426,783	4.73
PORTAGE	2,364,015	95,658,070	2.47
PRICE	732,516	24,532,062	2.99
RACINE	15,146,546	491,086,928	3.08
RICHLAND	1,186,240	32,918,336	3.60
ROCK	11,387,344	382,843,294	2.97
RUSH	888,147	22,636,957	3.92
SAINT CROIX	3,125,417	75,292,371	4.15
SAUK	3,205,411	98,673,672	3.25
SAWYER	717,082	15,948,065	4.50
SHAWANO	2,146,563	61,896,163	3.47
SHEBOYGAN	7,823,769	264,764,749	2.95
TAYLOR	918,574	28,427,239	3.23
TREMPEALEAU	1,696,848	45,494,344	3.73
VERNON	1,983,773	42,667,833	4.65
VILAS	1,207,517	21,665,944	5.57
WALWORTH	8,489,387	156,225,727	5.43
WASHBURN	833,361	18,253,260	4.57
WASHINGTON	6,705,662	176,901,525	3.79
WAUKESHA	25,090,627	775,016,498	3.24
WAUPACA	2,611,727	78,871,090	3.31
WAUSHARA	1,401,660	27,663,388	5.07
WINNEBAGO	9,222,462	352,034,236	2.62
WOOD	3,807,109	163,999,508	2.32
MENOMINEE	261,434	2,359,542	11.08
TOTAL	338,808,697	11,849,599,175	2.86

Source - Wisconsin Department of Revenue

TABLE C - FLAT AID DISTRICTS AND THEIR PROJECTED STATE AIDS

UNDER COMMISSION'S PROPOSED FORMULA

District	1971-72	1972-73
Brillion	$ none	$ 55,545
Elcho	none	35,190
Gibraltar	51,474	49,473
Green Lake	35,742	35,604
Kohler	33,534	32,844
Port Edwards	57,201	57,960
Princeton	30,084	30,567
Shorewood	168,636	164,841
Stockbridge	none	14,973
Three Lakes	46,506	46,989
Washington Island	5,451	5,175
Waterloo	42,987	42,504
Wauwatosa	660,330	658,605
West Allis	977,730	979,248
Williams Bay	35,811	34,707
TOTALS	$ 2,145,486	$ 2,244,225

Undergraduate Financing Details

(Higher Education Opportunity Program)

The following examples, using data for 1970-71, show how the Higher Education Opportunity Program (see pp. 41-48) would work once it was in full operation. Assume that the Average Instructional Costs of undergraduate education is $1,200 per student per academic year (this is approximately the actual present cost) and that the maintenance allowance is set at $600 per student per academic year. Thus, the Standard Student Cost Budget of attending college becomes $1,800.

Each student would receive a $500 Basic Grant to help meet the Standard Student Cost Budget. Whether a student would receive a Supplemental Grant depends upon his family's economic situation. Factors included in judging ability to pay would be income, net worth, and size of family.

Example 1:

Consider a student from a family having an income of $4,000 or less, no net worth, and three children. This family's ability to pay, i.e., to contribute to the cost of college, is zero, using the current formula for financial needs analysis. However, the student himself is expected to contribute $400 to his own support through summer earnings.

Thus, under this proposal the typical University of Wisconsin student from such a low income family would show financial need of the amount of $1,400 ($1,800-$400). He would receive this in the form of a $500 Basic Grant and a $900 Supplemental Grant. The student would now pay $1,200 in tuition (Average Instructional Costs) out of his $1,400 in grants, if he goes to a public institution, or he would pay $1,200 toward the even higher-cost tuition at some of the private institutions. In each case he would have $200 to add to his own earnings of $400 in meeting the other costs of college attendance.

Example 2:

For a student from a family with $12,500 income, with average net worth and three children, the expected family contribution toward the Standard Student Cost Budget of $1,800 would be $1.750. When the student's summer earning of $400 are added, the total ability to pay is $2,150. This student would receive only his $500 Basic Grant.

Example 3:

For a student from a family having a $20,000 annual income, average net worth, and three children, the total ability to pay is far above

the $1,800 Standard Student Cost Budget. Hence, this student would receive only a $500 Basic Grant.

In these three examples all students would pay $1,200 tuition rather than the present tuition of about $400. Higher income students (examples 2 and 3) would be responsible for about $800 more in tuition than they are now, but this would be reduced by the basic grant of $500 to a payment of about $300 additional. Low income students (example 1) would also pay more tuition than they do now, but this increase would be offset by the basic grant of $500 and whatever supplementary grant they would qualify for.

The overall impact of the proposal on individual families is substantial in its effect on removing financial barriers to college attendance. Typical University of Wisconsin students from families with incomes below $11,000 gain from the program, and those with higher incomes pay an additional amount. Overall, almost 45 percent of the families of students would gain by the program by paying less, another 5 percent would be left unaffected, while the remaing 50 percent would pay more, up to $400 for a few families to educate their children. The incomes of these latter families are such that they are in a far better position to pay for the education of their children than are lower-income parents. The initial financial impact will be small in total in that the recommended program will be phased in over four years.

This proposal would not require a radical new approach to the distribution of financial aid. The Higher Educational Aids Board now administers over $40 million per year in student financial aid, i.e., grants, loans, and work. Moreover, two of every three Wisconsin freshmen now complete a parents' confidential financial statement prior to enrollment. Thus, the proposed program would only require expansion of the existing student aid structure and not the creation of a new program.

Cost of Higher Education Opportunity Program

Appropriations for the Higher Education Opportunity Program, over and above the current appropriations for undergraduate instruction and the system of full funding for the Technical College system would be approximately zero. If, as expected, an additional 4,500 students enroll then the net cost will rise by about $6 million.

The gross total cost of HEOP is divided into two components. Based on 1970-71 cost data and enrollments of 146,000, the Basic Grants of $500 per student will cost $73 million, with an additional $49 million being provided in Supplemental Grants; the total rises from $122 to $128 million when additional enrollments are taken into accoutn.

As offsets to the cost of HEOP, present state appropriations to institutions for instructional costs would decline by $93 million. There would be an additional offset of $20 million in state funding for

technical colleges, already recommended by CCHE. An additional $7 million in state scholarships and grants would be saved. In addition, the flow of federal grants, and private grants in the neighborhood of $7 million per year would be expected to continue and to offset the need for state HEOP grants. Hence, the program would involve little, if any, additional state outlays, and these would go to handle increased enrollments. Some small additional amounts would be required to pay physical plant costs pro-rated for new students, and to pay the physical plant costs for the Technical College system. These costs are estimated to be no more than $5 million.

The net effect of the program is to eliminate direct state appropriations for instructional costs in the three public systems. Instead, the state will appropriate money for student grants, which along with their other resources will be used to pay for the full costs of undergraduate instruction. The State will continue to pay physical plant costs and to provide appropriations for new buildings and equipment.

The administrative costs of the program are difficult to estimate. The staff of the Higher Educational Aids Board, which would administer the program, would undoubtedly have to be expanded to process additional student financial need statements. Offsetting savings would occur with a reduction in the work loads of financial aid offices at public educational institutions. The added costs are estimated to be about $1 million.

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Charles Wedemeyer - University of Wisconsin Extension

The input of staff personnel has been essential to properly support the findings of the volunteer citizens.

As editor, Kirby Hendee has given new understanding and logic to the rewriting of the final report.

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Ed Rochette - a graduate student in public administration - has kept the necessary balance of student thinking and their recommendations with that of the Policy Group.

The Policy Group have been tough individuals to manage. Their views - sincere, but differing - have been a challenge to final decision making. It will be a long time before another volunteer task force on education speaks out as they have.

The task force studies, the preliminary report, the files, the research, all the data are public information. We hope others may find reason to build on the work we have done.

The Commission would like again to express its appreciation to all persons and organizations who willingly contributed their time to this very difficult study.

My own feelings to this dedicated group would indicate something more than a "thank you." The sacrifice and the hard work may prove to be the most important experience in our lifetime.

Truly it has been a privilege for me. I hope so for each of them.

W. R. KELLETT

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